THE ANNEX
PLANNING DISTRICT
APPRAISAL

CITY OF TORONTO PLANNING BOARD

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1) CITY OF TORONTO PLANNING BOARD

2) ANNEX PLANNING DISTRICT APPRAISAL.

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3)

ANNEX PLANNING DISTRICT APPRAISAL

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CHAPTER I: INTRODUCTION

This is a report dealing comprehensively with the question of the future development of the Annex Planning District, and in particular with the question of what changes ought to be made in the zoning of the district in the immediate future. It is the first to be made public of a series of studies now being conducted of the 25 planning districts into which the city has been divided. Studies are in preparation at the present time of all 5 districts covering the entire central sector of the City north of Bloor Street to the City limits.

These "planning district appraisals" as they are called, have led to some general conclusions with respect to zoning and development policies of city-wide application. The proposals for the Annex District described in this report will depend for their successful implementation on the adoption of some of these general policies which for this reason are introduced in this report for the first time.

During the period since the first request for the report, a number of major matters have been raised which seriously affect any plans for the future of the Annex. These matters were largely those beyond the control of the City Planning Board. For example, the final decision on residential standards was made only in 1958, as was the decision on the location of the east-west subway. Although some of the decisions have been made, some matters are still undecided, as will appear in later sections of this report. For these reasons some of the recommendations of this report must be regarded as interim suggestions pending final decisions on major projects affecting the planning district.

GENERAL ARRANGEMENT:

The general arrangement of the report is as follows:

A first chapter outlines the role and functions of the Annex planning district within the fabric of the City, and describes the essential problems to be faced in planning its future development. This statement of the present situation and problem is followed by individual chapters describing particular aspects of the Annex - its residential character, its population, its usefullness as an institutional area, and so on. The problems and needs described in these chapters are brought together in a chapter summarizing future needs. This is followed by an exposition of general principles, which are then applied in the next chapter wherein the detailed zoning proposals are set out.

The essentials of the report can be followed, therefore, by reading these chapters:

REQUEST FOR REPORT:

It has been realized for several years that the Annex is a part of the City about which some far-reaching decisions would be required at an early date. The area has been the subject of numerous requests for changes in zoning, about

the merits of which residents and property owners have been hotly divided. It was after considering many such requests that the Committee on Property, in October 1955, decided to defer consideration of individual requests "in order that a complete and comprehensive study may be made of the Annex area with respect to zoning classifications .....by the City of Toronto Planning Board,.....the Board to consider the Annex as an entity in preparing their .....report".

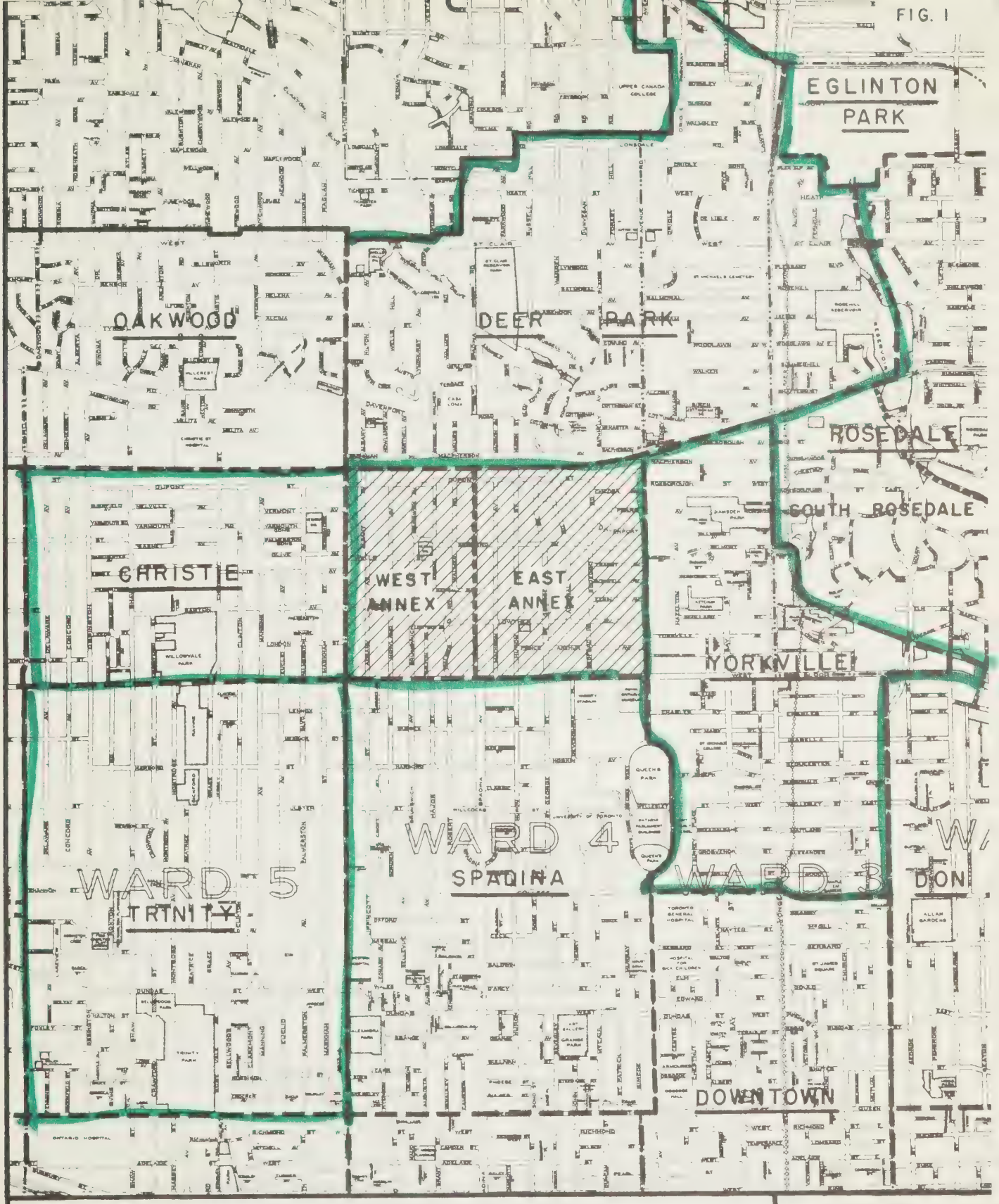
Since making that decision the Committee has been consistent in refusing any general zoning change, usually following the recommendation of the Planning Board. The applications have, however, been numerous. All requests received by the Planning Board are listed in Appendix A, indicating the range of requests made. Some of these were disposed of at the time of application; others are covered by this report.

At a later date (September 1956) the Committee on Property also requested the Planning Board "to consider in its report on the Annex area what commercial uses will be contemplated for Avenue Road, Bay Street, and Davenport Road". This request arose out of consideration by the Committee of By-law 19527 which would have the effect of repealing By-law 17544 (the "Fishleigh" By-law). The Fishleigh By-law affects the use of land and buildings in the area named by the Committee. By-law 19527 was already before the Municipal Board for approval when at the City's request the hearing was adjourned pending further consideration by the Committee on Property.

The area described by the Committee does not form part of the Annex except for properties on the west side of Avenue Road. The area is, accordingly,

not dealt with comprehensively but only insofar as is necessary to deal with the Committee's request. The greatest part of the area lies within the Yorkville Planning District and will be dealt with more comprehensively in a future report on that district. The previous reports of the Board dealing with the Avenue Road-Davenport-Bay area or parts of it are also listed in Appendix A.

FIG. 1



BOUNDARIES AND PLANNING DISTRICTS

1000 0 1000 2000'

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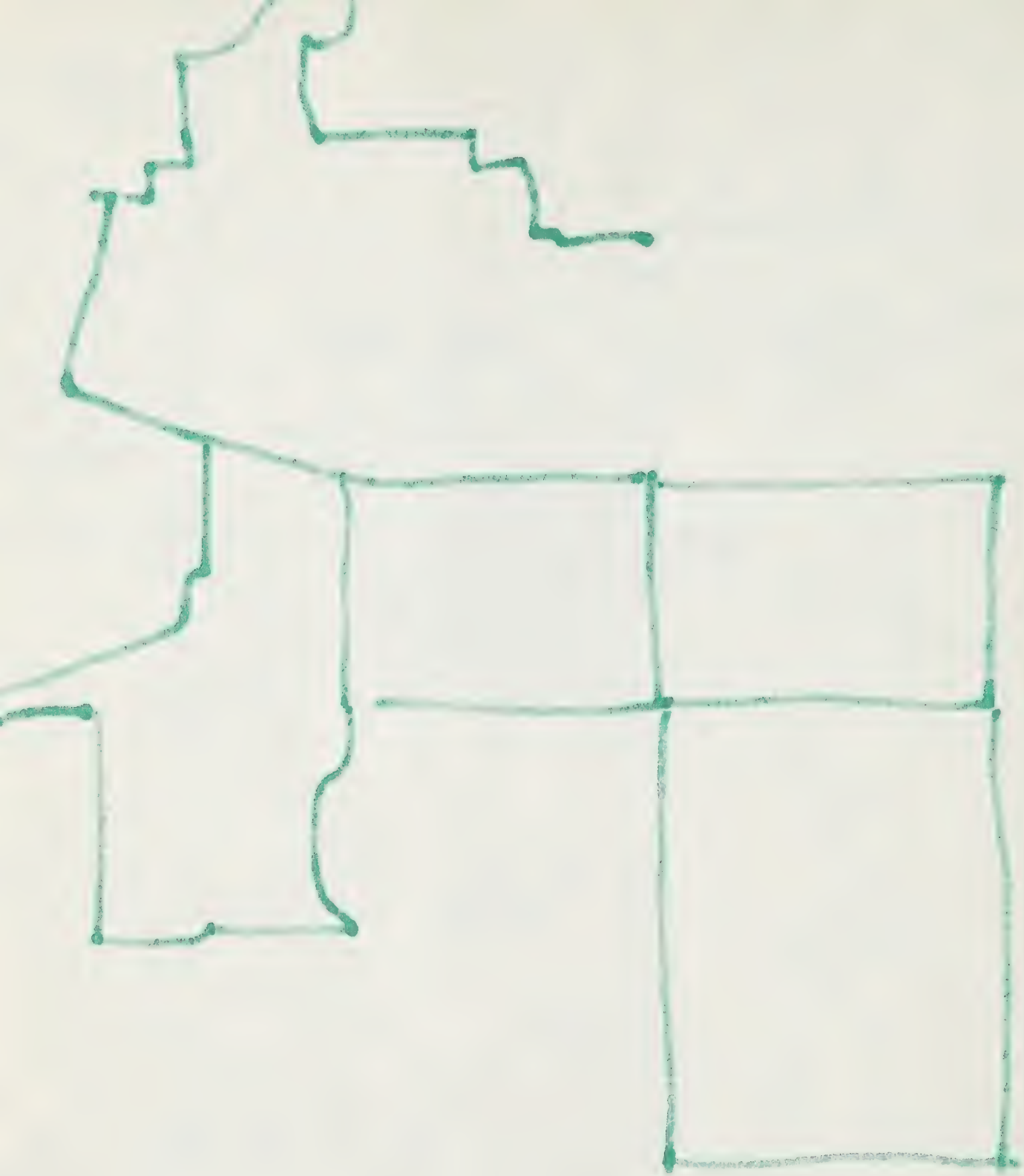


CHAPTER II: THE CHANGING ROLE OF THE ANNEX

Seventy years ago the Annex was being built up as a handsome, prosperous residential district on the outskirts of Toronto. It was close enough to the city centre to be easily reached by carriage while still being remote from commercial and industrial areas.

THE CHANGES OF THE PAST:

The change in the intervening period is so dramatic that it is hard to grasp. By the 1930's the Annex had been engulfed by the expanding city to the point where it was a central district, very convenient to the university, the parliament buildings and the heart of the city. A small amount of commercial and industrial development had occurred on the edges of the area, which was a fine urban residential district although no longer as prosperous and fashionable as it had once been.

Since 1939, and especially since the end of the Second War, developments have again transformed the situation. The rapid and extensive growth of Toronto has been reflected in great changes in the centre of the city. The downtown business core has expanded greatly and the secondary shopping and office area focussed on Bloor and Yonge has mushroomed into a thriving district of major importance. The convenience of the Annex to these new developments has acquired greater significance than ever as the newer residential areas have, of necessity, been more and more distant from the centre.

Within the Annex this period has also seen great changes. Some new commercial development has gone on on the fringes of the area, particularly towards the intersection of Bloor and Avenue Road, reflecting the new importance of the Bloor-Yonge area close by. On several streets

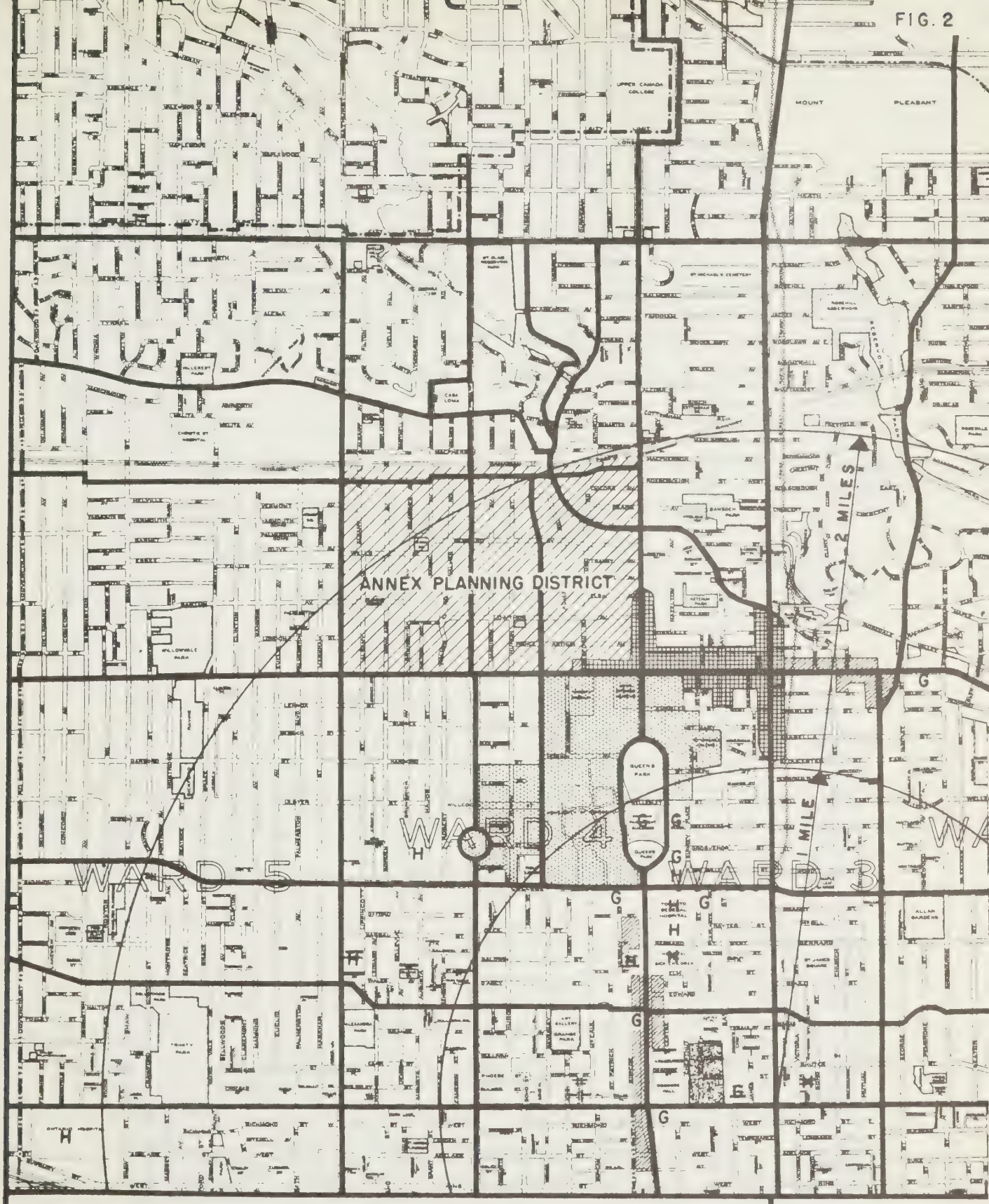
new apartment buildings have been built, offering a type of accommodation of which there was previously little in the Annex, accommodation which is particularly suitable for business people without children.

This development reflects the sweeping changes that have taken place in the population. There are many more people in the area (an increase of more than 20% since 1939) but there are fewer children and a great increase in the number of single adults. Naturally a great many of these live in rooms or flats and the substantial houses of the Annex, mostly still in good condition, have proved very adaptable for this use.

Others of the larger houses have been changed from residences to offices for various institutions. Not only have the buildings attracted these organisations but the accessibility of the location is also a great advantage. It is highly probable that more would have been converted but for the zoning restrictions.

Nevertheless the Annex has remained predominantly residential, and even with the heavy shift to rooming houses, flats, apartments and subdivided houses it is still a most attractive location for a house close to the centre of the city. Some of its attraction has been spoiled by the increased traffic routed through the area, by the parking and other effects of increased density and by the need to accept a variety of uses, but the advantages of the location, the soundness of the buildings and the pleasantness of its trees and gardens counterbalance these defects.

FIG. 2



LOCATIONAL FEATURES

- UNIVERSITY AREA
- HEAD OFFICE AREA
- UPTOWN SHOPPING DISTRICT
- CIVIC CENTRE
- G GOVERNMENT
- H HOSPITAL
- MAJOR ARTERIES

1000' 0' 1000' 2000'

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THE FUTURE ROLE OF THE DISTRICT:

Looking to the future it is evident that there are many more changes in store for the Annex. The various subway and highway proposals which traverse or skirt the area will cause immediate physical disturbance, greatly changing the areas affected. Even more important, they will enhance the significance of the area as an accessible, strategically located district on the edge of the central business, shopping, university and government complex. At the same time there is danger that parts of the Annex may be made unattractive to existing and potential users and that the cohesion of the area may be greatly reduced.

The advantages of the Annex should attract many new institutional and commercial uses as well as new apartment development. However, the area is so large that much of it must remain in essentially the same buildings as to-day for many years to come. Fortunately the buildings are sound and suitable for a variety of uses, mostly residential, although the East Annex in particular should attract others as well.

To ensure that the Annex continues to be a fine area and matches up to its new role it will be necessary to do everything possible to keep it attractive and fully adapted to the needs of changing times. Not only must new developments be to sound standards, so that the variety of new and old can live together in harmony, but also existing deficiencies should be rectified, assets protected and public facilities provided as required. A sound and firm policy and programme is the necessary prerequisite for the future well-being of the Annex.

CHAPTER III: THE ANNEX AS A CHANGING RESIDENTIAL AREA

The Annex has always been a residential area, and it will continue in the future to be predominantly a place where people live rather than work, despite the large share of city-wide development that is likely to go within its boundaries. It is the purpose of this chapter to show what the Annex is like as a place to live, to show what kind of people live there, and why. The Annex has some unique advantages for particular groups of people and kinds of development, and these considerations lead to estimates of what is likely in the future. Also discussed in this chapter are the problems of open space, parking, traffic, and other questions that affect the Annex as a place to live.

HISTORICAL REVIEW:

When it was originally built up at the turn of the century and for a great many years thereafter the Annex was a favoured "residential" district in the dictionary sense of the word - a district characterized by private homes "of the better class". Not all of these homes were constructed as detached residences; there were many semi-detached ones as well as a few apartment buildings. Nevertheless it was an area of large homes for families, families of better than average social position and income, families with children. These people tended to identify themselves with the Annex neighbourhood as a place to live and a way of living.

There was a gradual change in the Annex's character through the 1920's as the country's social habits and family structure made the swing from Victorian to modern characteristics. Other changes took place during the depression years and the Annex has been an area very fluid in its social composition for the past 20 years. For decades, University students have found lodgings in

Annex homes. In pre-war days old style rooming houses with an established household of "paying guests" could be found. About the same time, parts of the physically and socially separated West Annex began to be settled by Jewish persons who moved up Bathurst from the College area. However, this group moved even further north into Forest Hill and North York before any synogogues or other institutional buildings to serve them were put up in the Annex. Their place has been taken largely by recent immigrants to Canada from Europe.

Further east, an increasing number of the large family residences have been converted into multiple dwelling units or rooming houses. This kind of development, already arising naturally in the depression years, was accelerated during the war when wartime orders cancelled the effect of restrictive by-laws on the use of dwelling accommodation. More recently, new apartment buildings have been going up, to add another facet to the changing residential character of the district.

Taken collectively, the rooming houses, converted flats and new apartments, and their occupants, represent a most substantial change in the physical and social structure of the Annex. The change can be regarded as a direct reflection of the growing importance of the Annex as a residential area located immediately adjacent to the heart of the city. This group of persons, while heterogenous in many respects, has several common characteristics. It consists predominantly of single persons or young couples - there are very few children; it is a transient group ranging from roomers who stay only until they can find more permanent accommodation to tenants of flats and apartments who rent under a lease. They have no ties with the Annex as a neighbourhood and have little inclination to participate in local organizations.

TABLE IA

EAST ANNEX LAND USE CHANGES 1939 - 1958 BY NUMBER OF PROPERTIES

USE OF PROPERTIES IN 1939	USE OF PROPERTIES IN 1958												
	Single Family Residential	Converted or Multiple Family Residential	Apartment Buildings	Hotels	Commercial	Offices	Commercial with Offices	Auto Services	Institutions	Industrial	Storage	Parking	Total 1939 Use
Single Family Residential	606	246	14	1*	15	12	3		55	2	3	10	967
Converted or Multiple Family Residential	66	151	4		4	6			2	1		2	236
Apartment Buildings			10		1	1							12
Hotels				2*					1				3
Commercial	5	4	1	2*	76	4	2			1			95
Offices		2	1		2	13	1		2				21
Commercial with Offices					1	1	1						3
Auto Services						1		8					9
Institutions	5	3	1		1				12				22
Industrial					3	3				7	1		14
Storage					2					1	2		5
Parking													-
Vacant	5					3					4		12
Total 1958 Land Uses	687	406	31	5*	105	44	7	8	72	12	10	12	1399

* Park Plaza

TABLE IB

WEST ANNEX LAND USE CHANGES 1939 - 1958 BY NUMBER OF PROPERTIES

USE OF PROPERTIES IN 1958

USE OF PROPERTIES IN 1939	Single Family Residential	Converted or Multiple Family Residential	Apartment Buildings	Hotels	Commercial	Offices	Commercial with Offices	Auto Services	Institutions	Industrial	Storage	Total 1939 Use
Single Family Residential	388	458	5		3	7			10	2	1	874
Converted or Multiple Family Residential	68	156	6			4			1			235
Apartment Buildings			18									18
Hotels												-
Commercial	1	6			42					1		50
Offices		2			1	2						5
Commercial with Offices							2					2
Auto Services								3				3
Institutions	1								13			14
Industrial	1								1	5		7
Storage											2	2
Total 1958 Land Use	459	622	29	-	46	13	2	3	25	8	3	1210

TABLE II

SUMMARY OF LAND USE CHANGES, 1939 - 1958
BY PERCENT AND NUMBER OF PROPERTIES

Land Use	West Annex			East Annex			Total		
	Properties 1939	Properties 1958	% Change	Properties 1939	Properties 1958	Change	Properties 1939	Properties 1958	% Change
Single Family Residential	874	459	-48	967	687	-29	1841	1146	-38
Multiple Family or Converted Dwellings	235	622	+164	236	406	+72	471	1028	+118
Apartment Buildings	18	29	+61	12	31	+158	30	60	+100
Hotels	-	-	-	3	5*	+66	3	5*	+66
Commercial	50	46	-8	95	105	+10	145	151	+4
Offices	5	13	+160	21	44	+109	26	57	+119
Commercial with Offices	2	2	nil	3	7	+133	5	9	+80
Institutions	14	25	+78	22	72	+227	36	97	+169
Industrial	7	8	+14	14	12	-15	21	20	-5
Storage	2	3	+50	5	10	+100	7	13	+85
Auto Services and Parking	3	3	nil	9	20	+122	12	23	+91
Vacant	-	-	-	12	-	-	12	-	-
TOTAL	1210	1210		1399	1399		2609	2609	

* Park Plaza

TABLE III

ANNEX LAND USE AREAS - 1958

LAND USE	WEST ANNEX			EAST ANNEX			TOTAL		
	Acres	% Net	%	Acres	% Net	%	Acres	% Net	%
Residential Total	89.0		76.1	108.2		69.8	197.2		72.5
Single & multiple dwelling	84.3	72.1		102.1	65.8		186.4	68.5	
Apartments	4.7	4.0		6.1	4.0		10.8	4.0	
Commercial Total	11.1		9.5	25.8		16.6	36.9		13.6
Shops	6.9	5.9		9.4	6.1		16.3	6.0	
Offices	1.9	1.6		8.0	5.2		9.9	3.6	
Auto Services	-	-		1.5	0.9		1.5	0.6	
Car Park	2.3	2.0		6.9	4.4		9.2	3.4	
Industrial Total	6.1		5.3	9.0		5.8	15.1		5.5
Manufacturing	1.6	1.4		3.3	2.1		4.9	1.8	
Warehousing and Storage	1.7	1.5		1.7	1.1		3.4	1.2	
Transport	2.8	2.4		4.0	2.6		6.8	2.5	
Institutional Total	8.1		6.9	11.4		7.4	19.5		7.2
Schools	2.9	2.5		2.8	1.8		5.7	2.1	
Place of Worship	3.6	3.1		3.4	2.2		7.0	2.6	
Public Buildings	0.4	0.3		-	-		0.4	0.1	
Other Inst. and Clubs	1.2	1.0		5.2	3.4		6.4	2.4	
Open Space Total	2.6		2.2	0.7		0.4	3.3		1.2
Total Net Area	116.9	100.0	100.0	155.1	100.0	100.0	272.0	100.0	100.0
Roads	37.8		-	47.2			85.0		
Total Area	154.7		-	202.3			357.0		

Thus the Annex, which only seventy years ago was a new district on the edge of a city of 180,000 population, is becoming a highly urbanized residential area, the home of persons who wish to live close to the centre of the metropolis.

Despite its central location the Annex to-day, in terms of land area and properties, is still primarily residential. Table II shows that of some 2,600 properties within the boundaries of the district, more than 2,200 or 86% are residential; either single family, multiple family, or apartment buildings. In terms of area occupied, Table III shows that a total of 197.2 acres are in residential use. This amount of land makes up 72.5% of the net area (exclusive of street allowances and lanes) of the planning district. Within this area live some 17,000 persons.

PHYSICAL CHARACTERISTICS OF THE RESIDENTIAL SECTIONS:

The earliest development in the Annex is found in a strip comprising most of the area between Bedford and Avenue Roads, centering on Tranby, Boswell and Elgin. This was part of the Village of Yorkville, which was joined to the City in 1883. The historic "annexation" itself, from which the district derives its name, extended from about Bedford Road to the west side of Walmer Road. It became part of the City in 1887. The more westerly part of the district was part of Seaton Village which was annexed to the City in the following year. These areas to-day still exhibit the differences in style, size, and quality of the original buildings.

Not all of the properties now in the Annex were built upon by the dates of annexation. The process of filling in the original subdivisions took quite a

number of years as most homes in those days were custom built for individual owners. Later, the larger estates and properties were subdivided, creating new building sites.

Age of Buildings

For this reason there is quite a variation in the age of residential properties in the Annex, with the bulk of them now being about 50 years old, as indicated in the following table:

Total Residential Properties	80+	71-80	61-70	51-60	41-50	31-40	21-30	11-20	6-10	5 or less	Indeter
2326	21	43	251	451	1097	318	29	30	22	6	58
100%	0.9	1.8	10.8	19.4	47.2	13.7	1.2	1.3	0.9	0.3	2.5

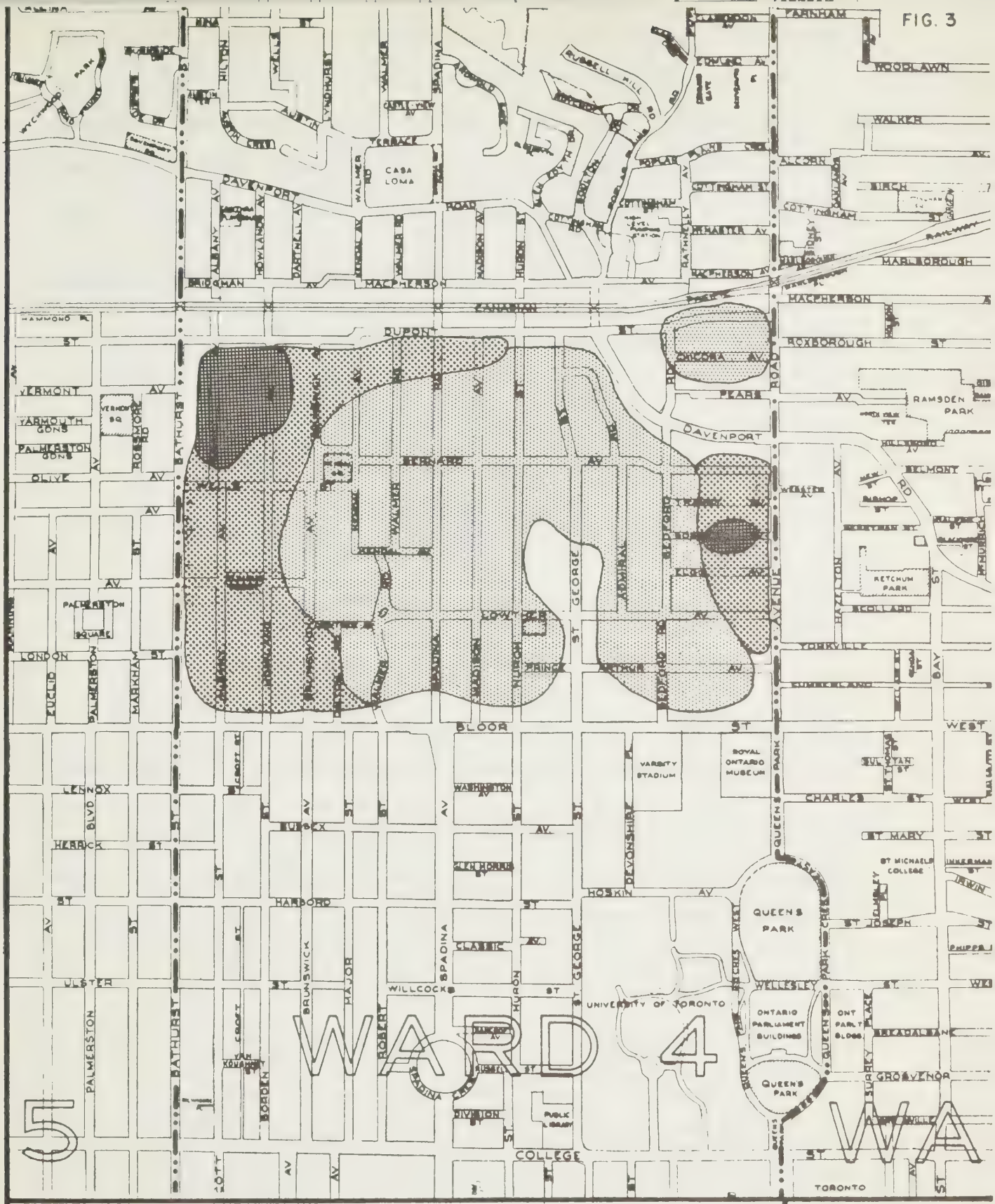
Source: I.B.M. Analysis of 1951 Assessment records.

Condition of Buildings

The condition of residential buildings in the Annex is on the whole fairly good. The assessment records for 1951 classified 41.2% as good, 55.3% as fair, and the remaining 3.5% as being in poor or indeterminate condition. In the Urban Renewal Study of 1955, the building condition survey indicated that the Annex was the only area with residences in chiefly good condition in all that part of the City lying west of Yonge Street and within the railway cordon.

Within the Annex, good conditions are found to dominate over the whole central section from Bedford Road westward to Walmer Road. The Chicora Avenue sector is also predominantly in good condition. The Tranby-Boswell area shows

FIG. 3



GENERALIZED BUILDING CONDITION – RESIDENTIAL

GOOD

FAIR

FAIR TO POOR

NON RESIDENTIAL

500' 0' 500' 1000'

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fair conditions are general on both ends of Brunswick and along the length of Howland, Albany and Bathurst Streets. There is a scattering of poor structures on Albany and Howland Avenues at their north ends, but in this case there is little evidence of a trend towards new investment or improved conditions. Figure 9 is a map of generalized building conditions.

Kinds and Sizes of Residential Structures

The residential buildings in the Annex (excluding apartments) divide up by structural type as follows:

detached	34%
Semi-detached	50%
attached (row)	4%
duplex	5%
other	7%
Total	100%

In addition to the approximately 2,200 properties represented by the above types there are 60 properties on which are constructed apartment buildings.

It will be noted that unlike most central area residential sections, the Annex has a low proportion of row housing, and that the bulk of the housing stock consist of semi-detached and detached structures. These detached and

an increased proportion of fair conditions with a scattering of poor ones; this section, however, is receiving considerable maintenance and renovation and there is some evidence that conditions are improving. Fair conditions are found on the north side of most lower streets near Dupont Street, while

semi-detached structures which make up the bulk of properties are outstanding in this part of the City not only as to condition but as to size. The following table indicates that they are well above the City average and also above any district in the central area west of Yonge.

AVERAGE TOTAL FLOOR SPACE OF DETACHED AND SEMI-DETACHED PROPERTIES BY SELECTED DISTRICTS

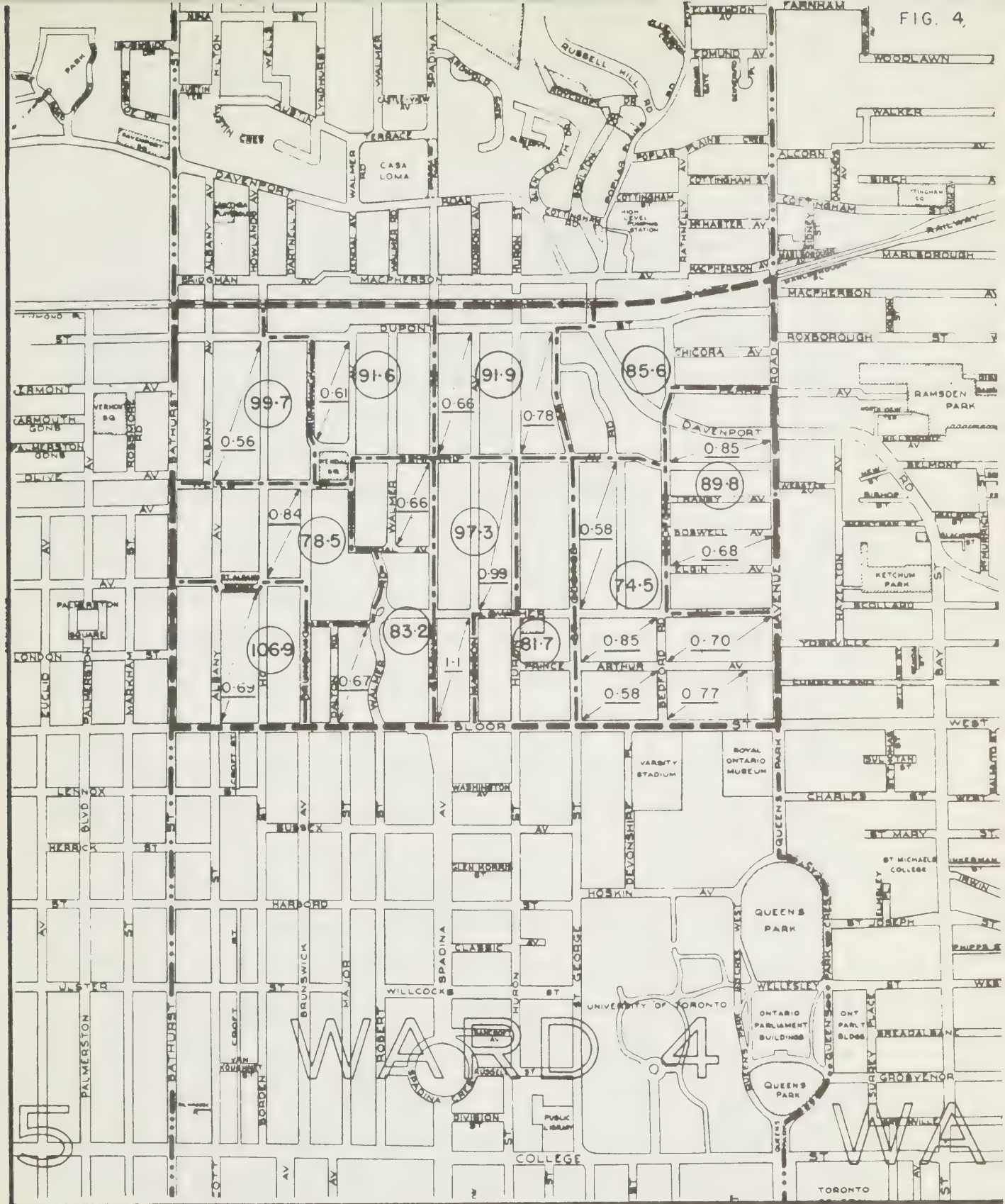
District	Ward Division	Detached	Semi-Detached
Annex	4-5	2,108 sq.ft.	1,794 sq. ft.
Christie	5-5	1,213 sq.ft.	1,239 sq. ft.
Trinity	5-4	1,502 sq.ft.	1,461 sq. ft.
Spadina	4-4	1,449 sq.ft.	1,355 sq. ft.
Yorkville (S.pt)*	3-7	2,004 sq.ft.	1,524 sq. ft.
City Average	all	1,376 sq.ft.	1,225 sq. ft.

* Part south of Bloor Street.

Source: Analysis of 1951 Assessment Records.

While there is a marked difference between even the average size of house in the Annex and surrounding districts, the difference is even greater when the bulk of the good central residential section of the Annex is considered. The western and northern blocks of the Annex do not contain as many large properties as the rest of the district. A sampling of properties scattered through this central area gave an average of almost 3,000 sq. ft. for the East Annex, and 2,500 feet for the West Annex. The East Annex has an appreciable number of

FIG. 4.



RESIDENTIAL DENSITIES

0·69 ETC. - AVERAGE FLOOR AREA RATIO OF DWELLINGS IN BLOCK INDICATED

(75) ETC. - DENSITY BY ENUMERATION AREA 1956, PERSONS PER NET RESIDENTIAL ACRE

500' 0' 500' 1000'

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properties with total floor areas of four and even five thousand square feet, originally built as detached or semi-detached residences. The fact of existing large numbers of very large houses, old but in fairly good condition, and on good sized plots, gives the Annex unique advantages for those uses that require this kind of property in a central location.

EXISTING RESIDENTIAL DENSITIES AND FLOOR AREA RATIOS:

Although complete data are not available, a random sampling has permitted some indication of the floor area ratios of single and multiple family properties, exclusive of apartments, in the Annex. These properties include attached and semi-detached structures whether converted or not, as well as duplexes, boarding houses and other non-apartment residences. Figure 10 shows the average floor area ratios in certain blocks determined by the sample survey. This map also shows the 1956 net residential densities in terms of persons per acre.

Both the average floor area ratios shown in Figure 10 and the distribution of residences according to density zone categories shown in the following table indicate a widespread condition in the Annex of fairly high density of development in existing buildings. While the bulk of Annex buildings is in the lower range of Zone 3 and below, there is no part of the Annex that on the average is much below the maximum floor area ratio permitted by Zone 2 - the zone in which most of the Annex is now classified. Most blocks, in fact, are in the Zone 3 range, and the general level of population density is not much under 100 persons per net residential acre, as indicated in Figure 10.

PERCENT OF EXISTING RESIDENTIAL PROPERTIES

(EXCLUDING APARTMENTS) IN EACH DENSITY ZONE CATEGORY.*

Zone 1	West Annex	East Annex
ratio less than 0.35 max. ≠	6%	4%
Zone 2		
ratio 0.36 to 0.60 max.	29%	21%
Zone 3		
1) ratio 0.61 to 0.80	30%	25%
2) ratio 0.81 to 1.00 max.	35%	25%
Zone 4		
1) ratio 1.01 to 1.50	nil	25%
2) ratio 1.51 to 2.00 max.	nil	nil
Zone 5		
ratio 2.01 to 2.50 max.	nil	nil
Total	100%	100%

* based on a total sample of 132 properties.

≠ max. - maximum ratio permitted by the zoning by-law for the designated zone.

TRENDS IN THE EXISTING HOUSING STOCK:

Because of its location and because of the large size and superior condition of its existing dwellings the Annex has met housing needs of some special kinds. This has been indicated in a general way by the statistical summaries, but it is now the purpose of this section to see what is happening with respect to rooming houses, student accommodation, conversions and deconversions, to see what problems are raised and what future needs are likely to be.

General Trend to Multiple Occupancy

Table II shows that in the 20 years since the beginning of the last war there was an increase of 118% in multiple occupancy of the existing dwelling stock. This table is derived from a study of City Directory records and does not distinguish between detached, semi-detached, or other dwelling house types of property. Rather, the term "single family residential" refers to occupancy of the dwelling house. A property would be counted as "single family" if there were no evidence of conversion and if only one family name were listed in the directories -- hence it might be more proper to term this category "presumed single family". If one or two rooms in a property were rented out and there was no separate listing of tenants in the directories, the property would have been presumed to be "single family". For this reason the numbers and proportion of truly single family dwellings is probably rather less than indicated in the tables. On the other hand, there is very little likelihood that any dwellings were counted as multiple family -- which category includes rooming houses -- when they should have been noted as single family. This means that there are probably considerably more multiple occupancy properties than are indicated in the tables.

Subject to these qualifications, the tables indicate the general trend to multiple occupancy and rooming houses in the Annex. Of 967 single-family properties in the East Annex in 1939, 606 are presumed to have remained in that status but 246 were converted. The remaining 115 changed to other uses altogether, chiefly non-residential. In the West Annex, of 874 single-family properties in 1939, 458 were converted to some form of multiple occupancy by 1958, leaving only 388 in single-family status. The remaining 28 changed to

other uses altogether.

A study of these figures and of existing occupancy suggests that the conversion trend in the Annex has already reached its peak, even though there are still some 1,100 properties in presumed single-family status. Some of these are no doubt already housing lodgers, and many of those remaining will, because of size, not admit of conversion or rooming house use. The likelihood is, however, that conversion will continue to go on but at a decreasing rate.

Single Family Trends

Despite the weight of evidence provided by the population statistics some parts of the Annex have a distinct single-family flavor or atmosphere. This character is pronounced in those sections of the district that are most susceptible to the growing pressure for changes to non-residential land use. Streets like Lowther and Prince Arthur have this atmosphere, partly because of the setting, with fine old homes well set back on the tree-lined street, but also because there is still a number of these homes in virtual single-family occupancy. They do not find themselves in the majority however; in fact there is hardly a street or a block in the Annex which manages a preponderance of single-family occupancy.

Despite the heavy trend toward multiple occupancy, apartments and non-residential uses, it is worth mentioning that there has been an appreciable number of deconversions back to presumed single family status. The tables in Appendix B show that about 150 properties made this change. It is probable that two kinds of changes are involved - one group representing the sharing of facilities by enlarged New Canadian families which include many relatives, and

another group representing the trend to the "town house" where considerable sums are expended on modernizing and improving the property. Deconversions of whatever type have occurred generally throughout the Annex, with the only significant area of concentration being in the Tranby-Boswell area. This concentration seems to consist almost entirely of the "town house" type and is a healthy sign for the old Yorkville section of the Annex, even though such rehabilitated houses are still in the minority.

Whether this trend can be continued and encouraged to spread to other sections of the Annex does not depend on the supply of suitable dwellings. There are many that can be so used, but it is rather a question of whether the Annex can offer the facilities needed by the families that would make such an investment, of whether the attractive physical setting can be maintained, and of whether general confidence exists regarding residential property values in the district.

Rooming Houses and Lodgers

While no precise count has been made, because no system of licensing all rooming and lodging houses exists, it can be estimated conservatively from census information that there are between five and six hundred rooming houses in the Annex. There was a probable 10% increase in their number in the period 1951-56. At the present time indications are that one-third or more of the population lives in rooming or boarding houses or in dwellings where one or two rooms are rented out by the resident family.

Some conflict occurs between the new uses and the more traditional Annex way of life. By many in the Annex, rooming houses are regarded as a problem

because of their tendency, particularly in the eyes of home-owners, to "bring down" an area. The desire of the landlord to maximize returns, the indifference of the short-term roomer to the appearance of the property, the lack of pride in the property or the street, the intensive use of the house and the noise often created are alleged as reasons why a rooming house and particularly a rooming house street, can "rot" a residential area. It is also recognized, however, that this need not be the end result if these houses are well maintained and supervised and do not dominate an area.

Rental levels for rooms in the Annex are reported to be higher than in most other central locations where rooms are available. There is no evidence in them of outstanding overcrowding; it is probable that the requirements for class A boarding houses which apply in the district have been responsible for maintaining good standards. These factors may be partly responsible for the lack of social problems in the area.

Welfare workers report few cases, apparently because the minimum room rent charged in the Annex is higher than most persons on relief can afford and because families are not encouraged by rooming house operators. Those relief cases that do occur consist largely of single persons, often those on a regular pension.

Accommodation for University Students and Staff

The Annex has traditionally been a good place for both students and staff at the University of Toronto to find accommodation. While students are not counted as part of the resident population in the Dominion Census reports, the annual population counts taken by the Assessment Department show a fluctuating

number of students living in the Annex in each year. There have been between two and five hundred of them in each year since 1954, which is the largest concentration of students in the City outside of the immediate University area itself. Some live in fraternity houses in the Annex, but the vast majority live in rooms.

To a lesser degree the Annex is also important as a source of housing for members of the University faculty and staff. This group still forms a small but recognizable segment of the Annex population but there is some evidence that it is decreasing. This seems to be particularly the case with those staff members who are looking for family accommodation. This may be because the general level of prices and rentals in the Annex is getting beyond the means of the university group, although there are no doubt other possible reasons.

The available population figures also suggest that a similar "squeeze" may be operating against the students. With the increase in the metropolitan population there is a bigger general demand for good rooming accommodation, and the consequent higher rents may operate to the disadvantage of the students. This may help explain a drop in recent years in the number of students counted in the annual census despite increasing enrollment at the University.

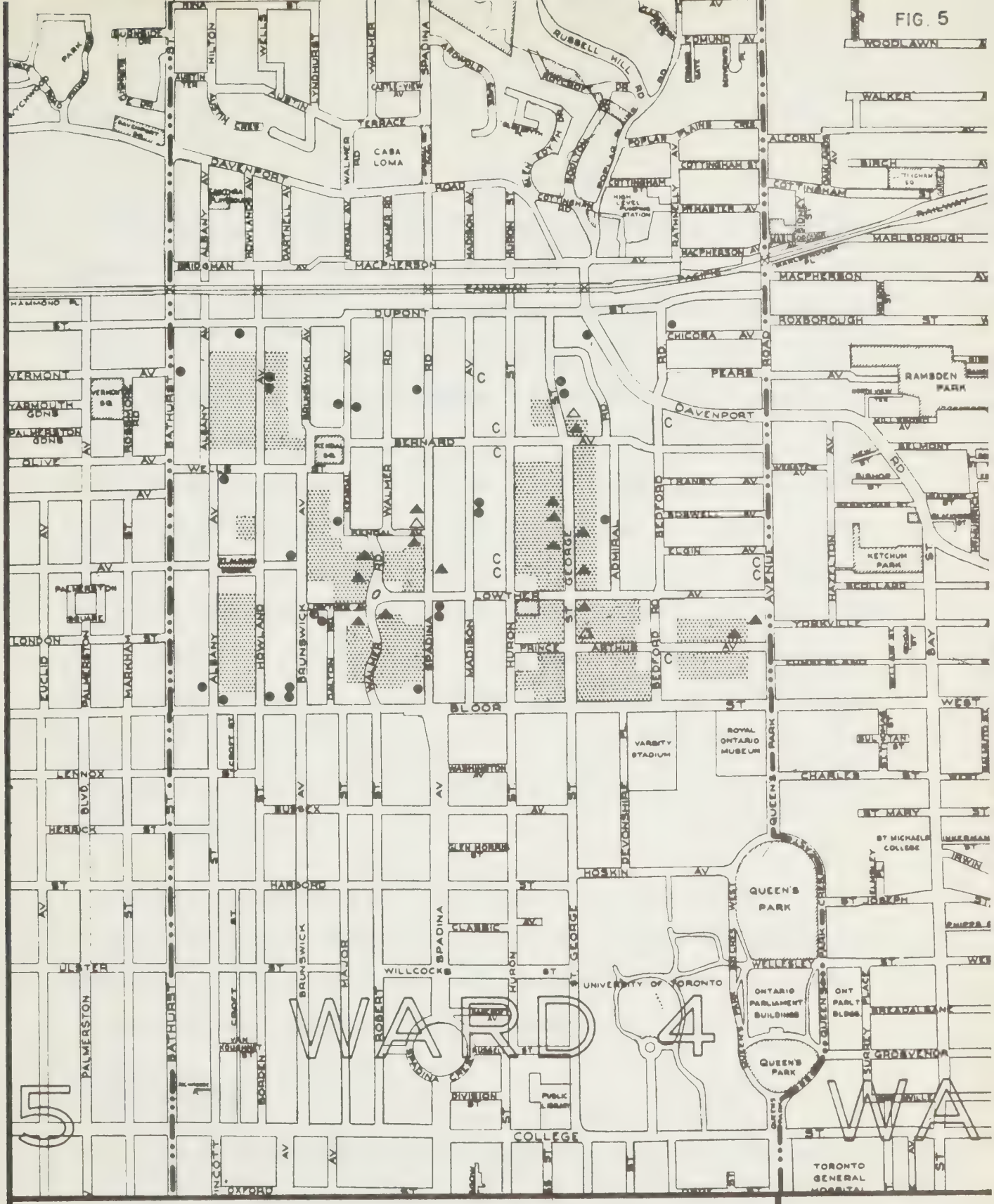
The expansion of the University of Toronto into the area west of St. George Street and south of Harbord Street is having important effects on student accommodation. At the present time there are about 1,600 students living either in university residences or in rooms in the immediate university area which extends as far west as Bathurst Street, between Bloor and College. With

the displacement of part of this accommodation for campus expansion, and with the increased enrollment envisioned by the University during the next ten years, the need for new student accommodation is great. Studies made for this report indicate that accommodation will be needed for up to 5,000 students in areas around the extended campus. It is doubtful whether the available rooms in the Annex, together with such parts of Rosedale and Deer Park districts as are within range, can meet such a demand, and there is little suitable accommodation south of the university or farther west. Students will either have to live further out or else more student residences than are now planned will have to be built. These facts and similar ones in other cities were the probable background to the brief presented in July to the Finance Committee of the Senate by the National Conference of Canadian Universities. In asking for changes in the National Housing Act to assist universities to build student residences, the brief suggested that 25% of the enrollment ought to be provided with such residences. If this idea were carried out it would mean for the University of Toronto additional construction or provision of residences to almost double the amount already planned for construction during the university expansion program.

APARTMENT BUILDINGS:

The 30 apartment properties that existed in 1939 were doubled in number by 1958. The increase has been more rapid in recent years: the assessment records of 1951 show only 35 properties classified as apartment buildings. This means that apartment construction at its highest rate in the Annex has been taking over three or four properties a year.

FIG. 5



APARTMENT BUILDINGS IN THE ANNEX

- LOT DEPTHS GENERALLY GREATER THAN 150'
- ● OLD APARTMENT PRIOR TO 1939
- △ NEW APARTMENT UNDER CONSTRUCTION
- ▲ NEW APARTMENT SINCE 1939
- C DWELLING CONVERTED TO 6 OR MORE APARTMENTS

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While pre-war apartments are to be found in many scattered locations in the Annex - most of them were built in the 20's - the recent boom in apartment construction has concentrated on the main arteries zoned for high residential densities and in areas where the lot depths are greater than the average. This latter preference may continue in future to some extent, but because the new residential standards place a premium on lot width as well as depth, this may help to spread the choice of suitable sites more evenly in the district. Figure 11 shows the distribution of apartment buildings. Apartment units located over shops are not counted as apartment properties for the purpose of this report, unless the building is primarily an apartment with only a portion of the ground floor used for commercial purposes. Counted as apartments are those conversions where six or more dwelling units have been created in one former dwelling house. The map, Figure 11, distinguishes between such converted buildings from new and old apartment buildings and from those at present under construction.

The East Annex, with 19 properties changed in use to apartments, has seen a larger increase than the West Annex, where only 11 properties were so changed. However, the West Annex had more to begin with, so that they are now evenly distributed between the two halves of the district.

Future Requirements

The demand for apartment suites in this area could, because of the location factor, continue at past high levels. At the same time, the new residential standards, by increasing the desirability of apartment space may draw a larger segment of the rental market.

In any event, it seems wise to assume at least a continuation of recent construction rates at some date in the near future. Taken in terms of apartment suites, the demand for properties for apartment sites will probably double its previous rate, this being because the new residential standards do not allow the excessive densities of the past, and because lot widths in excess of 90' are generally required. On this basis it can roughly be estimated that between now and 1980 about 150 additional properties will be required for apartment purposes in the Annex.

This estimate would mean 25 to 30 acres of land for apartments in addition to present apartment sites. In the Bloor Subway - Zoning and Development report it was estimated that the City-wide requirement at average densities would total 166 acres by 1980. This means that the Annex, with less than 2% of the entire area of the City, and 2.6% of its population, would have fifteen to eighteen percent of all new apartment lands. It would seem unreasonable, on the basis of present information, to suggest that it would have a larger share.

PARKING FOR ROOMING HOUSES AND CONVERSIONS:

Many dwellings in the Annex were built without driveways and without means of vehicular access to the rear yard. The owner of this kind of property who wishes to convert his residence into several dwelling units finds it difficult to comply with the parking requirements of the by-law. On the other hand, the by-law does not require parking should he wish to make the property into a rooming house, whether or not it is easy for him to provide parking.

So long as this situation exists the by-law will to some extent bias the changeover of existing dwellings towards rooming houses and away from self-contained conversions. This may tend to increase still further the proportion of rooming houses in the total of residential properties.

There are therefore several apparent reasons why the zoning requirements for off-street parking should be applied to all types of residential development. In the Annex, this will prevent these changeovers of use from adding to the parking backlog, but the by-law will have no effect on existing conversions and rooming houses which do not presently provide sufficient parking. Effective measures to meet this problem also depend on public action of the various kinds suggested in the Planning Board report of September 1957 on residential parking problems.

TRAFFIC AND PARKING:

Traffic is such a problem on most residential streets in the Annex that it is perhaps easier to name those few streets that are protected from this nuisance than to name those that are not. Chicora Avenue, Admiral Road, Kendal Avenue, Walmer Road, Dalton Avenue, Albany Avenue, Barton Avenue and Wells Street are well off in regard to traffic. Somewhat immune to rush-hour traffic but bothered with traffic and parking generated by nearby commercial areas are Prince Arthur, Tranby, Boswell, and Elgin Avenues. All other Annex streets serve either as existing arteries in constant use or else take great amounts of excess or filtering traffic during rush hours. A prime example of a street in the latter category is Lowther Avenue.

FIG. 6

A. M.

P. M.

TRAFFIC FLOWS - A.M. & P.M. PEAK HOURS

125 - 250

250 - 500

500 - 1000

1000 - 1500

1500 - 2000

2000 - 2500

500' 0' 500' 1000'

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Some indication of traffic flows in the area is given by Figure 12, which shows the morning and evening rush-hour traffic on those Annex streets where traffic counts have been made. The absence of an indication of traffic on any street does not mean there is no traffic but only that it has not been counted.

It is noted in Chapter VI that the major works proposed may have the effect of relieving Annex streets of rush-hour and filtering traffic. There is no reason to suppose, however, that traffic can be reduced much below the prevailing volume throughout the day, since the population density in the area is high enough to generate considerable volume of its own account.

PARKING:

More troublesome than ordinary traffic is the question of parking. The amount of parking space in the Annex is at all times insufficient to meet the demand. Studies made for this report indicate a normal deficiency of from 1,500 to 1,800 residential off-street spaces. As a result, night use of streets for parking is general throughout the district, while boulevard parking is common on certain streets. There is also a noticeable amount of parking on lawns, in driveways and many rear yards. In the early morning hours of an ordinary July night in 1957, 506 cars were counted parked on streets in the West Annex and 309 in the East. This clearly represents the minimum demand.

The Annex also takes overflow parking from traffic generated outside the district. When star attractions are booked for Varsity Stadium, the whole south half of the district is flooded with cars. Summer courses offered by the University or by the Ontario College of Education cause parking problems in

the Annex, and so do evening courses in the winter months. Similarly other traffic-generating uses create temporary parking demands of a more or less intensive nature. Consequently, to the residential deficiency noted above must be added another amount, very likely equal to the first, at peak periods. This could mean land totalling about 10 acres to meet the normal requirements, with a possible 10 acres additional to meet peak needs, if provided to Parking Authority space standards. The distribution of such space, and whether best provided on lots or in structures, requires further investigation.

PARKS AND OPEN SPACE:

The Annex is not well provided with open space. According to the minimum standards adopted by the Planning Board the area should have approximately 24 acres of district and neighbourhood park land, but it has in fact not quite $2\frac{1}{2}$ acres - one tenth of what the standard suggests.

The existing space is provided in a number of parks. In the West Annex there are Jan Sibelius Park (formerly Kendal Square), St. Alban's Square, and the Walmer Road "rond point". Together they total 2.03 acres and all are heavily used. In the East Annex there is only the Lowther Avenue Playground which contains 0.46 of an acre. It is also well patronized. With it there might be considered as open space - provided proper arrangements were made - the newly enlarged grounds of the Huron Street School.

The open space requirements of the East Annex need special consideration because of the distinctive composition of the population and because of its accessibility to other open spaces. Nearly all of this part of the Annex is

not only within easy reach of the University campus and Queen's Park, but also of Ramsden Park. When it is enlarged this latter park will be of even more value to the East Annex area. At the same time, it will be remembered that the East Annex has a low proportion of children and a high proportion of single persons.

The most immediate needs of the East Annex, therefore, would seem to be for small sites for sitting-out areas and to provide breathing spaces. In the most densely populated sections, the number of small children is not high, but some playground facilities would be useful. The areas where space could best be used at present are:- (a) the Tranby-Boswell area, (b) near Admiral Road and Bernard Avenue, and (c) in the Bernard-Madison area. New space is not as urgently required in the south-east part, and with land use changes such as are foreseen in later chapters the density of population will probably grow less in that sector.

The West Annex has a population more inclined toward families and young children. The first requirement that suggests itself is for playground facilities to be provided on existing space. The second point to note is that the area is as remote from a good sized district park as any comparably dense residential section of the City, with the exception of parts of Parkdale. This, together with the heavy use made of Jan Sibelius Park for all sorts of purposes, suggests the need for a district park of five to seven acres. This may be best and most conveniently provided in the area near Jan Sibelius Park, but additionally one or two sitting-out areas would be useful: one in the south-west, say around Lowther and Brunswick, and one in the north-east at Bernard and Walmer.

These proposals if accomplished would not bring the district up to the minimum standard, but other opportunities to provide some small open spaces may occur through construction of the various major works proposed. It has been the intention of this section of this report only to explore the need, because it has already been agreed following the Planning Board's recent report on the small-parks programme, that a comprehensive official plan of parks will be worked out jointly with the Commissioner of Parks. The suggestions herein contained may be useful as a guide in the preparation of that plan.

COMMUNITY FACILITIES:

While there are only a few types of community facilities serving the Annex, these have not yet adapted to the new functions of the district. Perhaps most striking is the present situation of the established churches, regarded by one minister as being "in crisis". Formerly ministering to the wealthy families of the area, the Annex churches now have congregations whose members live as far away as Highway 401 and Highland Creek, but who retain a certain degree of contact because the Annex has significance for them - usually as the neighbourhood of their parents or as their domicile during university student years. But this link with the past is gradually weakening so that their financial support is barely adequate to meet the requirements of a church originally intended to serve a wealthy social class. At the same time the churches are having difficulty reaching the new Annex residents. Flat and apartment dwellers are hard to reach, roomers are too transient to make good church members, and the immigrant groups are remote because of language and cultural differences. In part, the churches, and particularly their long-established members, are

disinclined to change their traditional method of operation and in part, efforts to reach the new Annex residents are as yet having only limited success.

Although the Annex has within it few facilities other than the public school and the churches that may be thought of as serving this particular district, its central position puts it within reach of many kinds of facilities. These, however, do not serve it as a community and hence do not help to build up any sense of identity of the residents with the district in which they live.

Public School Facilities

While an extensive study was not made, it is evident that the school facilities serving the area have had to reorganize recently and representations by local residents have resulted in a modification of the original re-organization plan. Public health nurses visiting pupils absent from school find in many cases that the families have moved; the annual student turnover at Huron Street Public School is very high.

It is worth noting that this school is located in the East Annex where the school and pre-school age groups have locally been on the decrease. That trend appears likely to continue, and hence the school, newly rebuilt on enlarged grounds, will have to draw its pupils from an increasing distance.

Even with its enlarged grounds Huron Street school has a low ratio of open space for its student population in comparison with desirable standards. That condition is rather general within the City, but it must be remembered that one good means of enhancing the attractiveness of the district for families is to provide it with a good standard of school grounds as well as buildings. For

this reason, it would be well to anticipate an eventual further addition to the school grounds of two or three acres.

CHARACTERISTICS OF THE PRESENT POPULATION:

The total population of the Annex in 1956 was 17,302, according to the Dominion Census of that year. In addition there were several hundred students temporarily living there, not counted in the Dominion Census.

The permanent population as indicated by Census reports increased 20% between 1941 and 1951, and a further few hundred to 1956. The fifteen-year gain was the biggest percentage gain of any district in the City except for Parkdale and Oakwood. Most city districts, it should be remembered, were actually losing population during this time.

The Annex population has some characteristics which make it quite different from the city average. Some of these outstanding characteristics are:-

- The small proportion of pre-school and school-age children: 16% compared with 26% for the City as a whole.

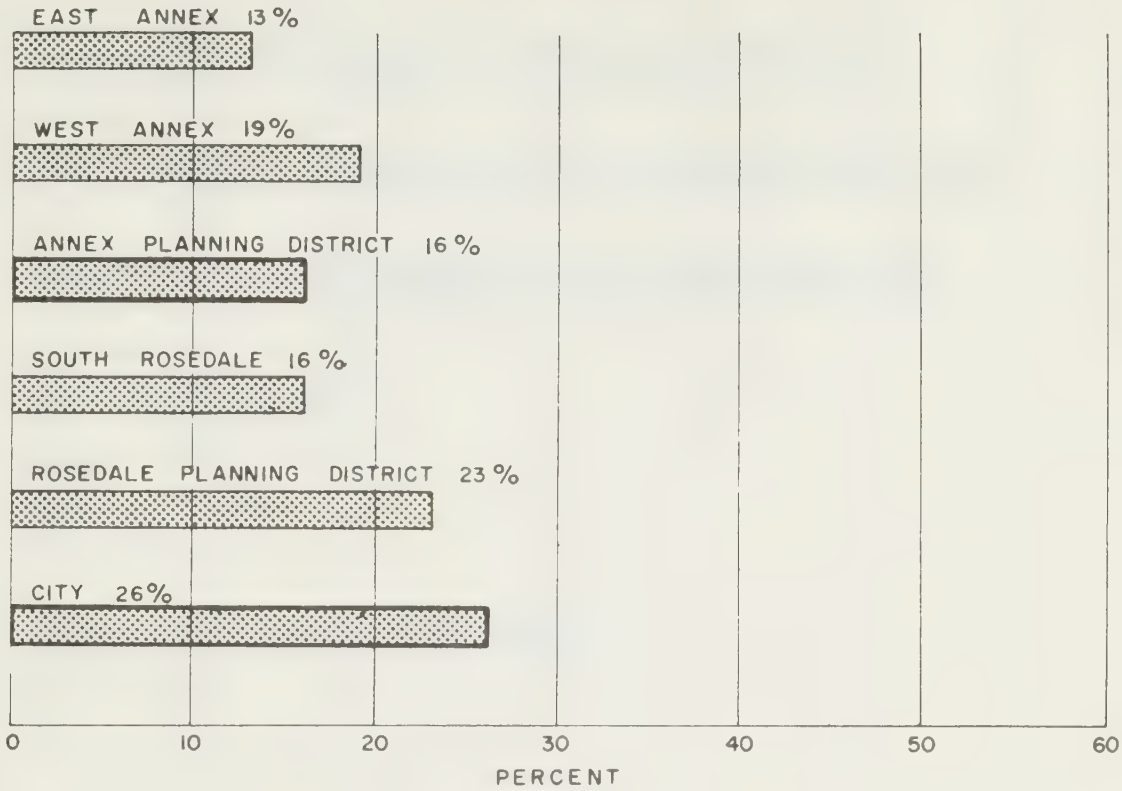
- The high proportion of adult single persons; 34% of the total population as compared with only 18% for the city as a whole.

- The high proportion of families without children - 55% of all families compared with 44% for the whole City.

- The low average size of family, among the lowest in the City: 2.8 compared to City average of 3.1.

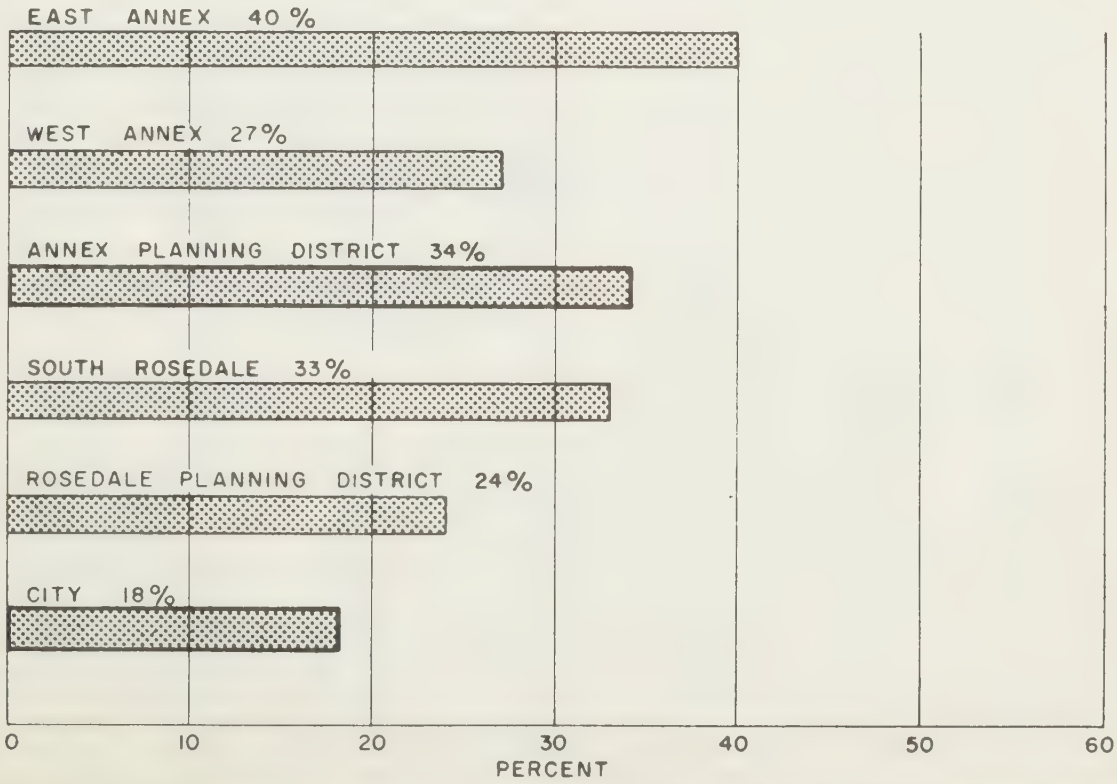
PRE-SCHOOL & SCHOOL AGED AS PERCENTAGE OF POPULATION D.B.S 1956

FIG. 7



SINGLE PEOPLE 20 & OVER AS PERCENTAGE OF POPULATION D.B.S. 1956

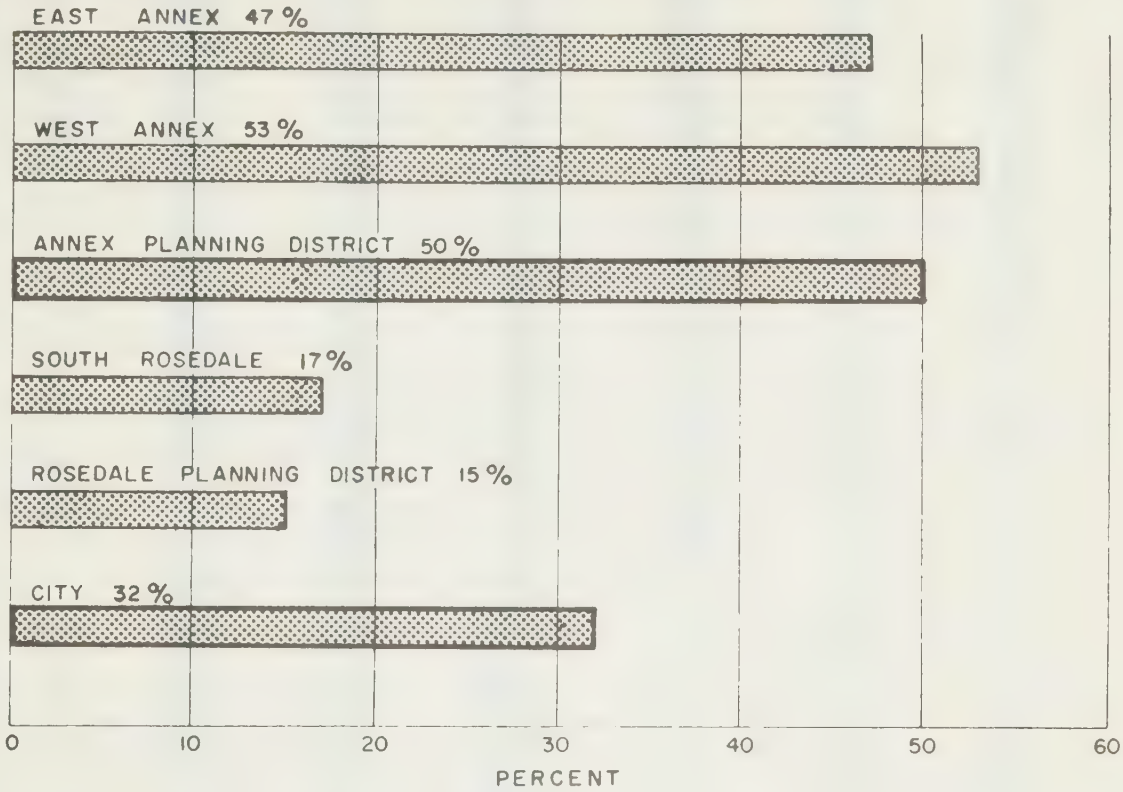
FIG. 8



NUMBER OF HOUSEHOLDS WITH LODGERS AS PERCENTAGE OF TOTAL HOUSEHOLDS

D.B.S. 1956

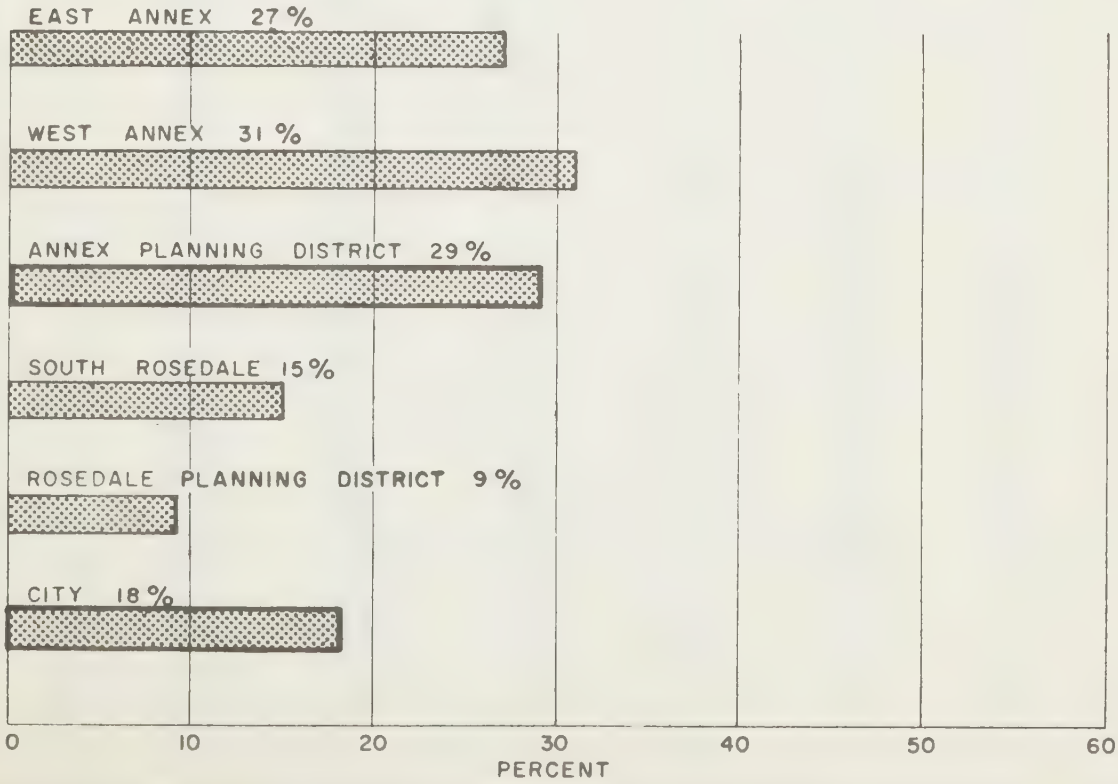
FIG. 9



NUMBER OF LODGING FAMILIES AS PERCENTAGE OF TOTAL FAMILIES

D.B.S. 1956

FIG. 10



HOUSEHOLD SIZES : BY NUMBER OF PERSONS

D.B.S. 1956

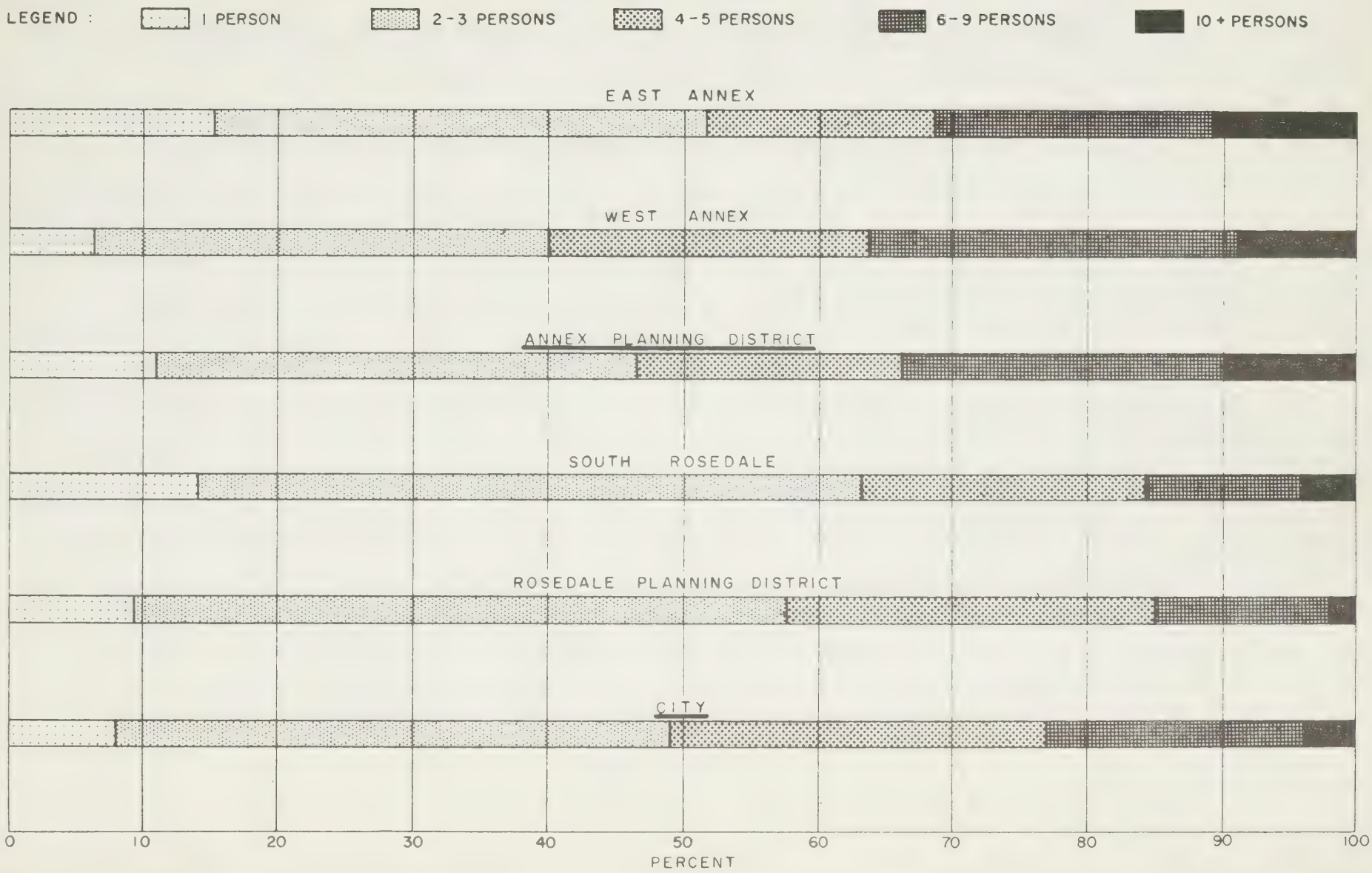


FIG 11

EARNINGS OF FAMILY HEADS: GROUP EARNERS AS PERCENTAGE OF TOTAL FAMILY HEADS
D. B. S 1951

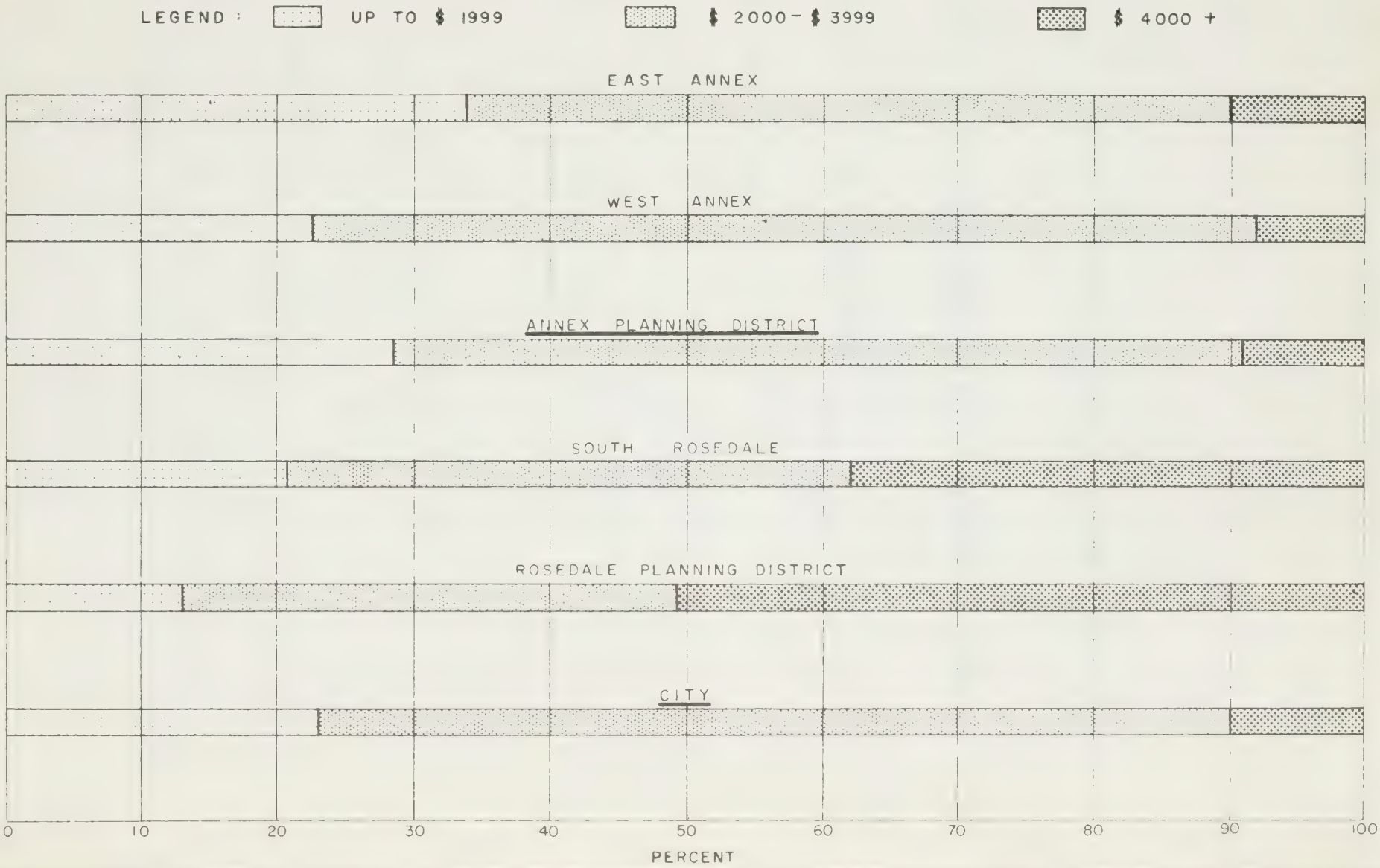


FIG 12

- The highest proportion in the city of households (i.e. a single dwelling unit) containing 10 or more persons. At least 20% of the entire population of the district lives in such households, which make up 10% of all households compared with only 4% for the City as a whole.

- Nearly the highest proportion in the City of lodging families (i.e. families sharing accommodation) at 29% of all families, compared with the City average of 18%.

- Among the highest in proportion of households with lodgers; 50% compared to a City average of 32%.

Comparison with Other Districts

In some substantial respects there is a tendency to conceive of the Annex - especially the East Annex - as most nearly resembling that other close-in residential section of the City known as South Rosedale. South Rosedale and the Annex lie in relatively equal positions as regards the central area. (See figure 1). Both were built up at about the same period in the City's development, and both are still characterized by fine old homes occupying large grounds on pleasant tree-lined streets. Allowing for important differences in the street layout and topography of the two districts, these physically striking resemblances have some significance. When the composition of the population is studied, however, there appear many contrasts between the two districts as well as some of the anticipated similarities. In several important respects the Annex is more like other city districts than it is like

South Rosedale:

- In the proportion of families in lodgings to the total number of families the Annex at 29% is most like Spadina and Trinity at 30% while South Rosedale at only 15% is below the city average.

- In number of persons per household the Annex average of 4.8 persons is exceeded only by Spadina and Trinity with 5.3 and 5.4 respectively, while South Rosedale's average is 3.5.

- In average family size of 2.8 the Annex is equal to South Rosedale as well as to Deer Park and Yorkville Districts, all below the City average.

- In having 10.2% of its households containing 10 or more persons the Annex is like Spadina with 9.6% and Trinity with 9.5%. South Rosedale, on the other hand, with 3.8% is about equal to the City average.

- In percentage of families without children (55.3%) it is like South Rosedale (56.8%) and Deer Park and Yorkville (both 56.2%) all of which are above the city proportion (44.4%)

- In households with lodgers, the Annex is away above the average city figure (49.6% against 31.6%) with Spadina and Trinity (54.8% and 50.2% respectively) closest while South Rosedale had only 17.1% of its households with lodgers.

- In the households consisting of two or more families (doubling-up) the Annex shows close to the City average at 21.4% but South Rosedale is low at only 8.8%.

- In earnings of family heads the Annex is close to the city cross section, but South Rosedale has few in the low wage brackets and many in the two top earning groups.

Contrasts Between East and West Annex

The Annex Planning District contains two Census Tracts, Nos. 54 and 55 as shown on figure 1. These tracts divide the district along Spadina Road into two areas commonly spoken of as the East Annex and the West Annex. While there are several more physically recognizable divisions of the Annex than those two tracts, which lump some unlike areas together, for most statistical

purposes these two Census Tracts are the only division of the Annex that can be made. Figures 3 to 8, which illustrated some of the more outstanding contrasts between the Annex, Rosedale, and the City average, also show the considerable differences between the East and West parts of the Annex.

- The East has more big households (of 10 or more persons) and more single person households than the area west of Spadina.
- The East Annex has somewhat fewer households with lodgers and a lower proportion of lodging families than does the West Annex, but both are still well above the city average in these respects.
- The East Annex has more single persons over 20 years of age than does the West; with 40% of its population in this category, this is one of the most outstanding characteristics of the East Annex.
- The East Annex has the smaller proportion of pre-school and school-age children. At only 13%, this makes the East Annex one of the lowest residential areas in the city in this respect.
- The East Annex has considerably more family heads in the lowest income-bracket than does the West Annex, but the number of family heads in the more-than $4,000 brackets is the same as the city average. The West Annex, as far as earnings go, is concentrated more in the middle brackets of 2 to 4 thousand dollars.

Occupations and Employment

From an employment point of view the Annex is not an important district within the City. It offers little more than one percent of the City's jobs. Most of these are in the retail and industrial fringes of the district, although the growing number of institutions offers an increasingly important sector for employment.

There are about half as many jobs in the Annex as there are people in the labour force who live in that district, and from that point of view again the residential function is the important one. The proportion of the total

resident population gainfully employed was higher than the City average in 1951 (the last year for which figures are available). 9,733 were in the labour force out of a total of 17,139. This is 57% of the total population; the City average is 50%.

The occupations of those who live in the Annex are quite varied and not too different from the average cross-section of the City, but the Annex has a significantly higher proportion of professional and clerical workers, and a somewhat lower proportion of persons in manufacturing and mechanical trades, than the average for the City. Again, the East Annex is found to be more outstandingly different than the West. The figures are set out in the following table:-

'RESIDENT' OCCUPATION GROUPS D.B.S. 1951

OCCUPATION GROUPS	WEST ANNEX		EAST ANNEX		CITY	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
Proprietary & Managerial	310	7.3	353	6.6	26356	7.9
Professional	510	12.0	914	17.0	28804	8.6
Clerical	943	22.2	1498	27.8	69872	21.0
Primary	25	0.6	26	0.5	1665	0.5
Manufacturing & Mechanical	921	21.7	826	15.4	79036	23.7
Construction	224	5.3	243	4.5	18557	5.6
Transportation & Communication	228	5.4	240	4.4	22974	6.9
Commercial & Financial	416	9.8	465	8.6	29488	8.9
Service	466	11.0	638	11.9	36083	10.8
Labourers	199	4.7	175	3.3	20225	6.1
Total	4242	100.0%	5378	100%	333,060	100.0%

IMPLICATIONS OF BROAD TRENDS IN POPULATION STRUCTURE:

Having looked at the detailed population structure of the Annex and noted the trends in different types of accommodation which seem to have arisen because of the special advantages of the district, it may be well to review them in the light of some broader trends in household and family size.

Despite the fact that the Annex population is so distinctive and widely divergent from the norms of the city, it may be expected to reflect to some degree the general shifts in population structure that affect the metropolitan area. The Metropolitan Planning Board has recently issued a report on this subject that has produced some findings of present interest:

> "The long-term trend toward a decrease in the average number of persons per household continued between 1951 and 1956 despite an increase in the number of persons per family."
>
> "The number of households of all sizes has increased, but the smaller the size category, the greater has been the increase."
>
> "In the city the number of households remained practically unchanged but the number of families dropped by 4.5% . . . Small families, like single persons, are more concentrated in the city while medium size and to a lesser extent larger families are more concentrated in the suburbs."
>
> "From 1951 to 1956 there was an increasing concentration of 1 and 2 person households and of 7-or-more person households in the city . . . Further improvement in economic conditions can be expected to strengthen the small household concentration in the city . . . but may reverse its large household concentration."
>
> "Families with children of pre-school and school age tend to live in the suburbs. Inversely, young adults 20-24 years, and to a lesser extent adolescents 15-19 years tended to live in the city. This

specialization of the city . . . tended to increase from 1951 to 1956, and may be expected to increase further in future."

To the degree that the Annex reflects these trends in the future, some of the implications are as follows:

1. The demand for rooming house accommodation may decrease, or at least not increase as rapidly as in the past.

2. The demand for small dwelling units to accommodate the increasing number of smaller and non-family households may strengthen trends to conversion and to apartment buildings.

3. There may be difficulty in finding suitable residential uses for large dwellings that do not lend themselves to conversion.

4. There may be difficulty in encouraging a trend to family occupancy in view of the decrease in the total number of families in the city.

5. The resident population will continue to be dominated by young adults and older persons.

ANNEX POPULATION TRENDS, 1951-56:

The extent to which the broad metropolitan population trends are reflected within the Annex area is indicated in the statistical tables in Appendix B. The main features of the five-year period, 1951 to 1956, were the following:

The rise in population (20%) of the preceding 15-year period did not continue. Population rose slightly from 17,139 to 17,302, or .9%. There were, however, some significant changes in the character of the population.

In the East Annex, the age composition showed a bias towards the group between the ages of 20 to 44, with a pronounced shift away from the group under 20 and a slight decline in the group 45 and over. The age composition of the West Annex population remained substantially unchanged. (Table 1).

The main departure in the Annex age composition from the City as a whole is in the increase in the age group 20 to 44 from 47.6% to over half the total population. The relative position of this group was virtually unchanged in the City as a whole; and, as well, in South Rosedale, a comprehensive planning district. (Table 2).

The striking change in the family composition of the East Annex population was the increasing importance of the non-family household, from over a quarter of the total to over a third, and the corresponding decline in the proportion of households of 1 family and 2 or more families. The West Annex population was stable in this respect. (Tables 3 and 4).

Single persons age 20 and over increased substantially, particularly in the East Annex, in contrast to a decrease in this group in the City as a whole. (Table 5).

Average household, and family size is up in the West Annex and down in the East Annex. (Tables 6 and 7).

The East Annex exhibited a wide divergence from the West Annex and the City in the increase of "1 person" households by close to 110%; this group increased by 34.6% in the City as a whole and remained unchanged in the West Annex. There was a significant increase in the number of large households - 6 to 9 persons - in both parts of the Annex, contrasting with a slight decline in the City. The middle range of household size - that is, 2 to 3 and 4 to 5 persons - declined in the Annex as a whole. This was against the City-wide trend for the household of two to three, and in conformance with the trend for the household of four to five.

These Annex population trends help further to delineate "the personality" of the Annex district. It will be observed that the East Annex is markedly different from the West Annex, which generally retains the features of a stable residential area. The bias towards the age group between 20 and 44, the increasing importance of both the non-family and the large-sized household, the substantial increase in the proportion of single persons over 20 years of age, and of single person households - all these trends point to the role of the Annex as a residential area for an increasingly adult population, with a large component of single people. In this respect certain broad trends in the city population structure, as analysed by the metropolitan study, are not only reflected but accentuated within the Annex Planning District.

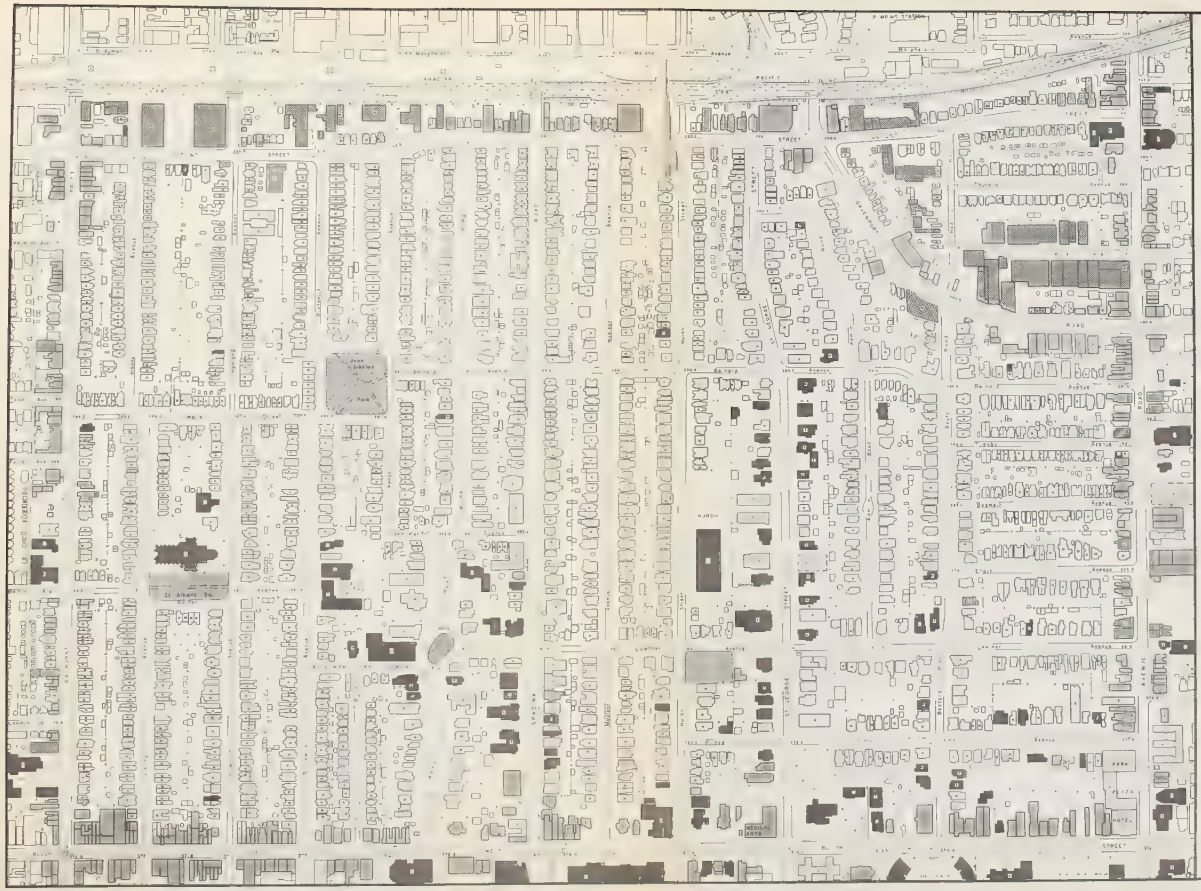


FIG 13

ANNEX PLANNING DISTRICT

EXISTING LAND USE

LEGEND

RESIDENTIAL

- SINGLE FAMILY
- MULTIPLE FAMILY & ROOMING HOUSES
- APARTMENTS
- HOTELS

COMMERCIAL

- RETAIL COMMERCIAL
- OFFICES
- AUTOMOTIVE SERVICES

INDUSTRIAL

- INDUSTRY
- WAREHOUSE & STORAGE BUILDING

INSTITUTIONAL

- ORGANIZATION
- CHURCH
- SCHOOL
- CLUB
- INSTITUTIONAL RESIDENCE (FRATERNITIES, NURSING HOMES ETC.)

CITY OF TORONTO PLANNING BOARD

CHAPTER IV: THE INSTITUTIONAL FUNCTIONS OF THE ANNEX

The so-called institutional group of uses is, of the non-residential categories, the next most frequent in number to the commercial group. The institutions have also increased more rapidly than any other category; the increase from 1939 to 1958 was 169 percent.

There is now a total of 97 institutional properties in the Annex. They are to be found chiefly within the residential sections proper, although some are located on the commercial boundary streets. They take up a considerable land area; 19.5 acres, or the equivalent of one-tenth of the total of residential land. As such, these institutional uses represent the only intrusion of non-residential uses into the residential sections, which have been well protected from commercial intrusions by the zoning by-law.

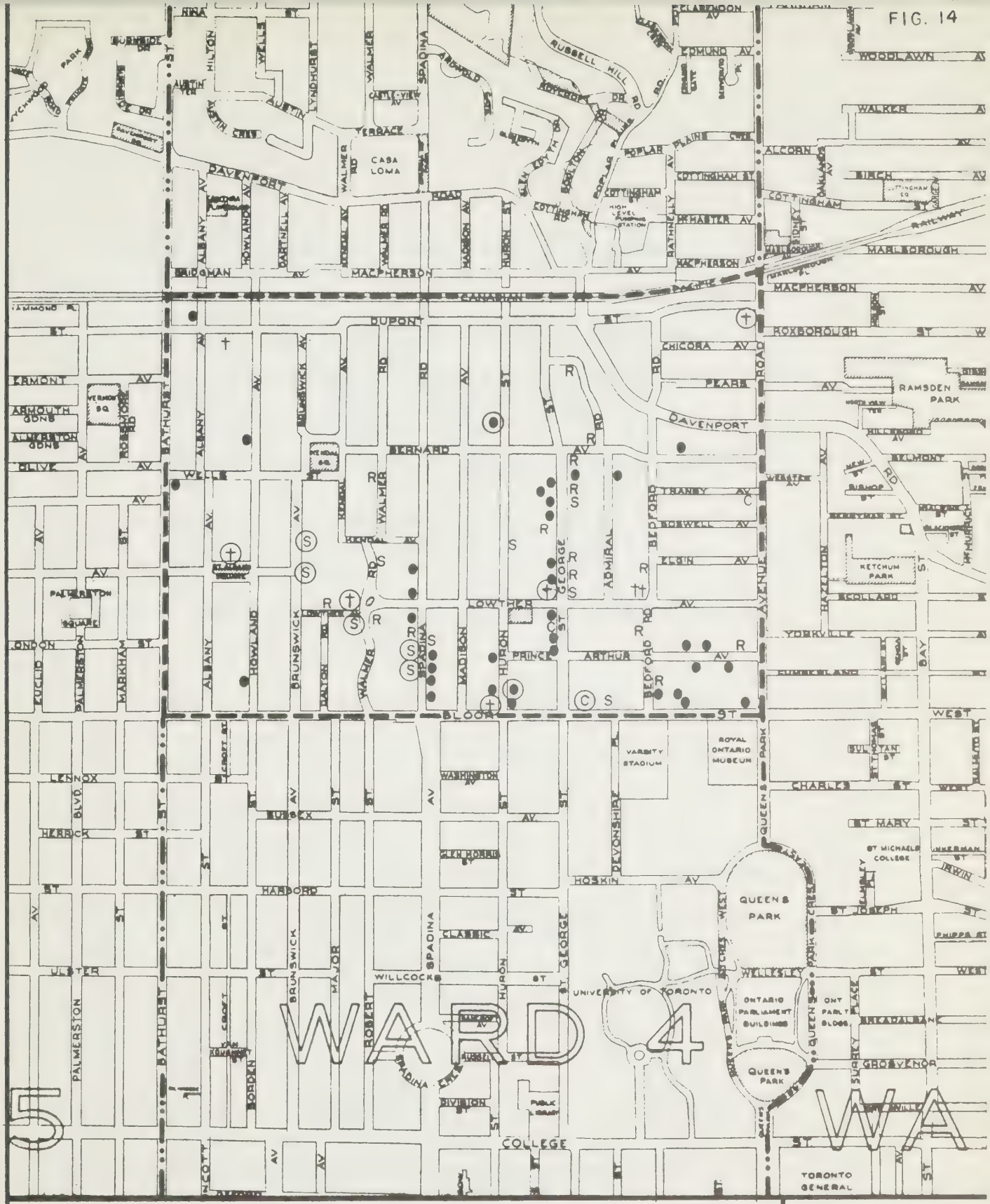
INSTITUTIONAL TYPES, THEIR CHARACTERISTICS AND LOCATION:

The institutional uses consist of the more obvious ones like public and private schools, churches, and libraries, but they also include some not-so-obvious ones. These latter can with some difficulty be grouped under three subclasses:

- social-institutional, like the York Club.
- office-institutional, like the Canadian Temperance Federation.
- residence-institutional, like the Hostel for Presbyterian Deaconesses.

In practice many individual establishments combine two or three functions together, making it difficult to decide the category to which they belong. This will be shown by reference to Appendix C, which lists the names of the various institutions in the Annex.

FIG. 14



INSTITUTIONS

- † PLACE OF WORSHIP
- S SCHOOL
- C CLUB
- ● INSTITUTIONAL OFFICE
- R INSTITUTIONAL RESIDENCE (FRATERNITIES, NURSING HOMES, ETC.)
- ◯ IN EXISTENCE IN 1939

1000' 500' 0' 500

CITY OF TORONTO PLANNING BOARD

Despite the difficulties of classification, a general picture emerges from the study of this list. Of the 103 separate establishments named, 46 can be classed as office types, 25 as residential types, and 11 as social types. As for the remainder, there are 11 private schools of different kinds, one public school, and 9 places of worship. Although there are only 57 properties classed as institutional, some house more than one organization.

The location of these institutions within the Annex is governed by the zoning by-law. While many institutions are permitted uses in R-4 zones, they are excluded from R-2 districts. Most office types of institution can go only in R4A or C1 districts. However, the institutions in the Annex are not found located in strict conformance with the framework established by the zoning.

The main concentrations of institutions are as follows:

Prince Arthur Avenue.	Mainly Office types.	non-conforming to zoning.
St. George Street.	Office and Residential types.	conforming.
Spadina Road	Office types.	conforming.
Walmer Road	Residential types and schools.	mainly conforming.
Lowther Avenue.	Mixed types.	mainly conforming.
Bedford Road	Residential types.	non-conforming.

A few of the institutions are housed in structures built especially for the purpose, such as the churches. These show no particular locational preference other than that they are mostly within the residential sectors but handy to the main transportation line of Bloor Street in the southern part of the Annex.

By far the majority of institutions are not in buildings newly constructed but have taken over what were formerly dwelling houses. In a few instances there have been substantial additions made, but it is more characteristic for the dwelling to be used almost as it stands. The locational pattern that shows up, even under the limitations imposed by zoning, is clear. The institutions prefer large old residences with large grounds, but concentrating almost entirely in the southern half of the district. This latter preference is not only because of handiness to Bloor Street, but because of the connection many of them have with nearby areas such as the University, the Ontario College of Education, and the medical office buildings.

On reviewing the list of institutions in the Annex it is difficult to see more than three functionally related groupings. There is a number of women's organizations which might be grouped together, and there is a number of professional associations which are no doubt oriented towards the university area: these are the medical, dental, and professional teachers' societies. One outstanding group which has a pronounced need to be located in the Annex consists of student fraternities and similar residences.

FRATERNITIES AND STUDENT RESIDENCES:

There are at present 11 fraternities in the Annex as well as several student residences. A distinction must be made between fraternities and other student residences because their active social membership outweighs the membership in residence by 2 or 3 to one. Fraternities can perhaps best be classed with private clubs, but the locational requirement of a fraternity is much more specialized than the ordinary club.

The fraternity, if it is to function at all, needs to be within a short, lunch-hour walking distance of the university campus. Because there are few areas near the campus which provide the large old homes that fraternities need, and because they have interrelated activities, there is a natural tendency for them to cluster in specific locations. This has been the case on St. George Street south of Bloor, and it can be observed in other university cities as well. The St. George Street fraternities, many of them, are now being forced to find new locations because of the westward expansion of the campus that is going on. Out of a total of 38 fraternities (both men's and women's) at the University, six must move immediately, while seven others feel somewhat insecure in their present locations on the fringe of the area proposed for expansion. In addition to the existing group there will be, with the expansion of student enrolment, an additional 30 or so fraternities, or a corresponding enlargement of existing ones, to be accommodated.

While there are individual opportunities to find the very large (averaging 5,000 sq. ft. or more) dwellings that fraternities require in several areas near the campus, the only district that has substantial numbers of such properties <u>in groups</u> near the campus, is the Annex. It would therefore seem indicated that nearly all 30 of the properties it is anticipated will be needed, will be sought in the Annex.

In addition to the fraternities' requirements, some sites will eventually be required in the southern part of the Annex, as well as in areas west and south of the campus, for new student residences. Up to 25 acres for new residence buildings would be needed if, as was explained in the previous chapter, as many as 5,000 students are to be accommodated in residences. Some

of this acreage might be required in The Annex or, alternatively, some of the existing dwellings might be taken over for residence purposes.

OTHER FUTURE NEEDS:

The detailed analysis of other institutional types and their needs is not possible at this time. In general, however, the demand to convert Annex dwelling houses to institutional purposes seems likely to continue high. This will be so because of the strategic location of the Annex, being both central and close to the University, because of the attractiveness of the area, and because it contains many more dwellings of large size, suitable for institutional purposes, than does any other area in anything like a comparable location. The building of the Bloor subway will enhance the existing advantages of the district for institutions.

In terms of numbers, the tables show that 68 dwellings were converted to institutions in 20 years, 14 underwent the reverse change, making a net take-up of 54 dwellings. An equal change in the next 20 years would be the minimum to be expected, and it would probably be quite realistic to assume a demand for 100 more dwelling properties. This may be roughly divided half as office-institutions and half as residential and other types. To this demand should be added the extra need for fraternity and student residence accommodation already explained.

CHAPTER V: THE COMMERCIAL LAND USES

This chapter deals with the commercial groups of uses -- office buildings, shopping areas, and industrial and warehousing uses. It is in this general group that most new development and new building has been occurring, and in which most is to be expected in the future. Recent building trends in each category are examined with a view to assessing future requirements for land for these purposes.

SHOPPING DISTRICTS:

The properties in shopping districts -- in which are found such uses as shops, stores, personal service establishments -- have shown the least change in number of any element of land use in the Annex. The tables of land use in this report have two categories for such commercial properties; "commercial with offices", being buildings with shops on the ground floor and offices above, and "commercial", being store buildings with, if anything, residential space above.

The total land in both kinds of properties is classed in table III as "shops", and amounted in 1958 to 16.3 acres or 6.0% of the net area of the district. This means that there is just under one acre of such land for each thousand of the resident population. While this ratio indicates a shortage, it is not a real one because the district is served also by other shopping areas outside the district on the farther sides of the boundary streets.

Purely shopping properties, those without offices, have not increased in number since 1939, but properties in the "commercial with offices" category have increased although they are still few in number -- 9 properties in 1958.

Specialty Shopping Districts

Specialty shopping to serve a wider market occurs all along Bloor Street, but it is broken somewhat from Spadina to Avenue Road by the commercially "dead" university campus to the south. Specialty shopping of a high-class "prestige" kind is found on Avenue Road from Bernard to Bloor; this strip is part of the uptown shopping district shown in Figure 2, which is a secondary central retail area for the whole of the metropolitan region. This same area also extends west on Bloor Street as far as Bedford Road. Forming a western focal point for the uptown area is the most outstanding commercial building in the Annex, the newly enlarged Park Plaza Hotel.

It is in this part of the commercial district that the most significant changes have taken place. There were at least 10 changes since 1939 on the west side of Avenue Road below Bernard, with even greater change on the east side outside of the district. A comparable number of changes to more intensive use also took place on the short stretch of Bloor Street to Bedford. In contrast, only a few changes in shopping use took place in any of the four local shopping districts, where the only significant developments appear to be the new supermarkets.

Local Shopping Districts

The shopping districts in the Annex can be divided into two kinds; local shopping for everyday needs, and specialty shopping for more infrequent needs. The former kind serves a local population while the latter serves a wider, sometimes even a metropolitan-wide, trading area.

Local shopping occurs in more or less distinct centres in the following locations:-

1. Avenue Road at Davenport (minor local centre)
2. Dupont Street, at Spadina Road to Davenport (minor local centre)
3. Bathurst Street, west side, Wells to Barton (minor local centre)
4. Bloor Street at Bathurst (major centre).

There are also two new supermarkets, off centre from most of these locations, that serve a considerable portion of the local market. While there is little available shoppers' parking at any of the four centres, it is noticeable that both new supermarkets have provided parking. They have done so, however, to a lesser extent than is usual for such developments. Whereas the ratio of floor space to parking space in these stores is about 1:1 or 1:1.5, in most new shopping centres it is seldom below 1:3. The lots provided appear to meet only a small part of the demand, and parking at all centres overspills onto residential streets nearby.

Low Intensity and Open Commercial Uses

The Annex shopping districts are remarkably free from interruption by such low intensity or open commercial uses as auto showrooms, undertakers' establishments, auctioneers' premises, cold storage locker plants, or service stations. The scattered presence of such uses in what would otherwise be thriving shopping centres is of considerable concern in other parts of the city. In the Annex there is not yet a problem, because there are so few of them and because those that exist are mostly in appropriate locations.

However, it can be expected that establishments of this kind will increase. For example, auto services and parking uses in the Annex showed a 90% increase in the past twenty years. The question will be how best to keep them in appropriate locations, where they do not interfere with the main shopping centres, because the by-law at present allows a mixture of all kinds of business uses in the C.1 districts. The question of establishing new kinds of business districts is discussed in Chapter IX.

Future Requirements for Shopping

The indications for the future are that there will be an intensification of specialty shopping on those parts of Avenue Road and Bloor Street that form part of the uptown shopping district. While there will be a considerable demand for properties there is sufficient non-commercial or unintensively developed property within existing commercial zones to absorb the demand. There is no need for the Avenue Road uses to spread west along residential streets. No doubt there will be some requests for this from marginal enterprises that cannot meet the prices asked for more choice locations. These, however, can better be accommodated, and would fulfil a more useful purpose, in the Yorkville Planning District where they could help develop in depth the existing commercial zones on Yorkville Avenue and Cumberland Street.

Local shopping areas need little if any additional space. There may be considerable shifting about of uses within existing areas, and there will be a need to provide off-street parking. The shopping strip along Bathurst Street is to receive further attention as part of the study of the Christie Planning District. There has been one request to have the east side of Bathurst, which

is in the Annex, zoned C.1, as is the opposite side of the street. It should be noted that the uses are almost entirely residential and there is no parking or rear access on the Annex side. This would appear to be a prime requisite. There is still much room for development on the west side of Bathurst where rear access is already provided.

The Bloor subway will create some new opportunities for shopping and other commercial development. These, however, are treated in Chapter VI where all considerations arising out of the subway are discussed.

COMMERCIAL OFFICES:

The Annex has no particularly notable area of fine office buildings in comparison with other outstanding office districts such as University Avenue, Bloor Street East, St. Clair Avenue, or Eglinton Avenue. However, it does have some good office buildings and these have been on the increase. Among them might be mentioned:-

- The Medical Arts building, a feature of the Annex for more than 20 years.
- The Texaco building, Bloor Street.
- The Foundation Company building, Spadina Road.
- The Carling Breweries executive offices, Davenport Road.
- "Ninety-Nine" Avenue Road, now under construction; not quite in, but certainly of, the Annex.

Offices are located in various parts of the Annex. There are some on Spadina, some on St. George, some on Bloor at Bedford Road, and a group on Davenport. None amounts to a definite office precinct such as, for example, Bloor East.

The Annex has had more than a 100% increase in the number of office building properties since 1939 (Table II) but it seems likely that past trends will be only an uncertain guide to the future demand for commercial office space. The new locational advantages to be given to the Annex by the Bloor subway will have a powerful influence. Not only is the district on the line, it is at the junction of the Bloor and University sections with Bedford Road being an interconnecting station. It is notable that all other office concentrations in the City are close to the junction point of main arteries with public transit. To some extent at least it appears that the more transit lines and arteries join at one location, the bigger is the office center developed.

Future Office Estimates

In the report on Bloor Subway Zoning and Development (page 12), the city-wide requirements for land for office buildings was estimated for the period 1958-1980. About 138 acres, it was estimated, would be required for non-downtown offices only, and this represents actual site needs and not the zoning requirement, since the latter figure, naturally, would have to exceed the site area by a certain margin.

If the estimate contained in the above report is accepted, it remains to decide how that land may distribute itself in the City. Nothing but a rough

estimate is possible, but it may be a sufficient guide to say that the Annex will get a share equal to any of the six to eight subsidiary office centers that now exist or will develop before 1980. On this basis, the number of sites to be taken up in the Annex might total 15 to 25 acres altogether. That would mean an increase of from 100 to 175% in the amount of land now devoted to offices in the Annex, or an additional 75 to 125 large properties.

INDUSTRY AND WAREHOUSING:

Little significance attaches to industrial and warehousing use in the Annex in comparison to the rest of the City. There has been some decrease in manufacturing as such but this has been overbalanced by an increase in warehousing and industrial storage uses. The total amount of land devoted to both has not increased greatly.

The uses are confined closely to the land between Dupont and the railway and to Davenport Road. Along Dupont there is still land for development of industry, to be gained, however, only by replacing existing dwelling houses or shops. But in this strip, the trend has not in fact been to industry or warehousing; since 1939 the changes have been to a scattering of offices, shops, and even to residences instead of the other way around. This is probably because the Dupont strip offers sites too limited in area to be adapted to any but the smallest industrial enterprises.

Along Davenport, however, and in the Chicora Avenue sector, industry and warehousing has been increasing slightly. The Davenport properties are noteworthy for the fact that many appear to combine a frontage of small head office

structures with an appreciable amount of storage or warehousing in the rear. Since they are interspersed with single-purpose office buildings, this has given a more attractive appearance to the street than would otherwise be the case.

There may be some reason in future to add more industrial land to the Chicora Avenue sector. The possible effects of the east-west expressway will have to be estimated once an alignment is agreed upon. The alignment as presently sketched (Figure 13) would affect the remaining dwellings by removing about 1/3 of them from this sector, and if this plan were to proceed consideration would have to be given to the possibility of making the whole sector an industrial precinct. In the meantime, there is no shortage there of industrially zoned lands. The dwellings of the sector are in predominantly good condition, and it would seem wise not to disturb the existing situation.

CHAPTER VI : METROPOLITAN WORKS PROPOSALS

The Metropolitan Works proposed or authorized will, if carried out, have an equally profound effect on Annex land use and population as the development trends described earlier. The proposed works which will affect the Annex are mapped in Figure No. 13. The map is not intended to show the exact location of these projects and should not be taken as indicating precisely which properties will be affected by any one of them. The map has been sketched from pre-engineering drawings which are subject to change.

Two of the Metropolitan Works have been authorized and are in the capital works programme. These are, the Avenue Road widening and the Bloor-University Subway. The other two works to be discussed in this Chapter are the Spadina Extension proposals and the possible East-West expressway; these are still in the tentative planning stage, and no date can be assigned as to when, if ever, the latter two projects might be begun. Of these, the expressway is at this time much more nebulous than the Spadina extension.

The four projects will have both good and bad effects. The good effects will be chiefly those enhancing the locational advantages of the district and consequently improving its possibilities for new development. In addition, there will be some minor opportunities to provide needed open space or parking facilities. It is also to be hoped that, when constructed, these major facilities and the main streets together will have sufficient capacity to make it unnecessary for local streets in the Annex to carry rush-hour and filtering traffic as they now do. If this will in fact be the effect of construction of these works, then it must be counted as a major advantage of the proposals.

The disadvantages are of several kinds. There will first of all be a

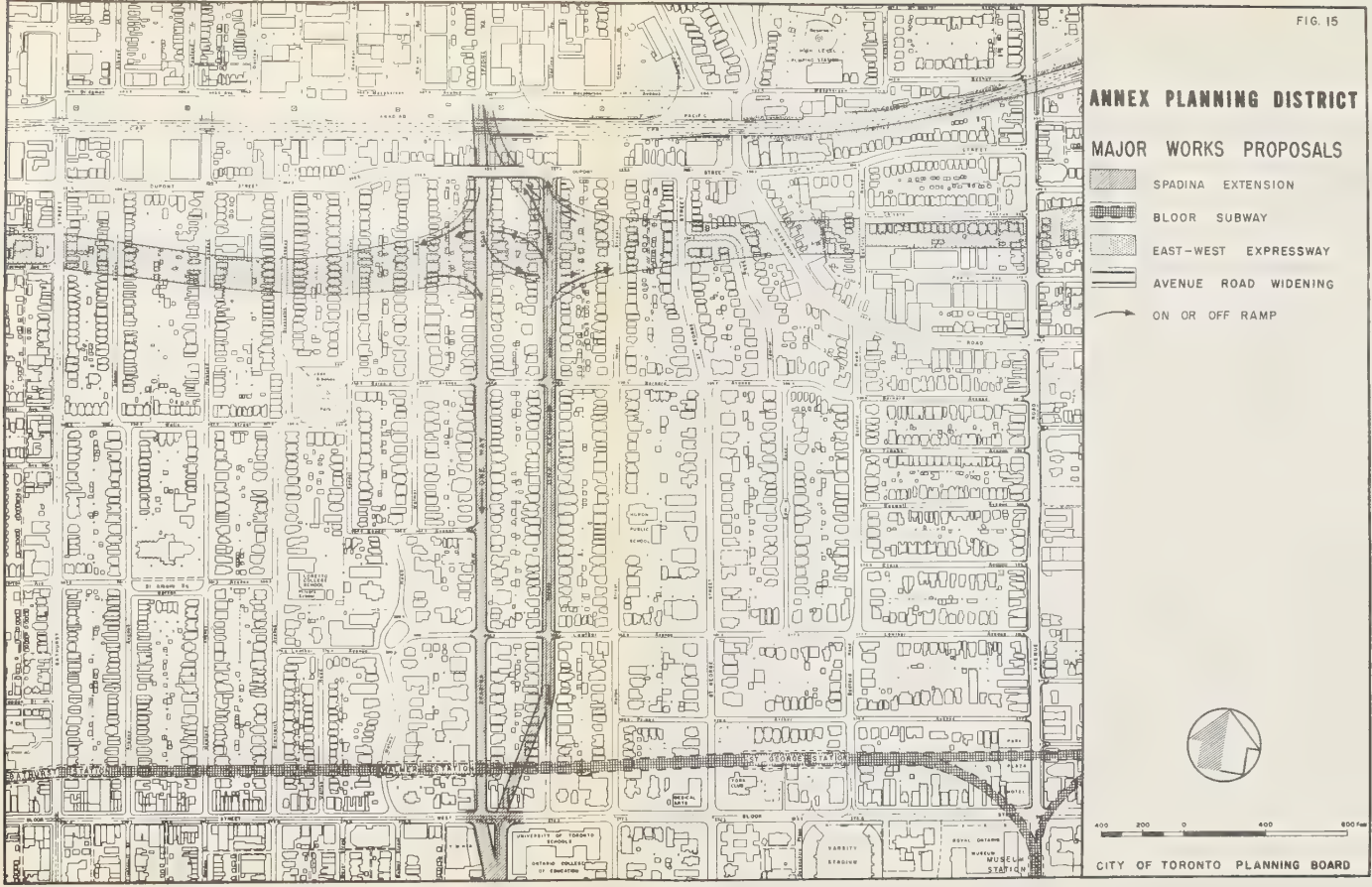


FIG. 15
ANNEX PLANNING DISTRICT
MAJOR WORKS PROPOSALS
SPADINA EXTENSION
BLOOR SUBWAY
EAST-WEST EXPRESSWAY
AVENUE ROAD WIDENING
ON OR OFF RAMP
400 200 0 400 800 Feet
CITY OF TORONTO PLANNING BOARD
UNION STATION
UNIVERSITY OF TORONTO SCHOOLS
ONTARIO COLLEGE OF EDUCATION
VARSITY STADIUM
ROYAL ONTARIO MUSEUM
MUSEUM STATION

considerable disruption of the population through the removal of housing and splitting-up of the area. Secondly, two of the projects would also introduce noise, nuisance and traffic hazards into streets which do not now suffer too greatly from such effects. Finally some people will count new development itself as a disadvantage, particularly those owners of dwelling houses that are not bought for new development.

The four projects will now be considered individually, beginning with those that are firm proposals, and leaving until last the more remote possibilities.

AVENUE ROAD WIDENING:

The widening of Avenue Road from its present width of 66 feet so as to permit six traffic lanes to be constructed has been proposed by various councils for many years. It was first approved by Council in 1948, and in the following year a set-back building line was established by by-law. Upon the establishment of Metropolitan Toronto, Avenue Road was declared to be a Metropolitan Road. The project is now included in the Metropolitan Capital Works Programme with the work scheduled to commence soon.

Although the proposed widening will not increase the carrying capacity of Avenue Road to the point where it will match the capacity of University Avenue, there will be a considerable improvement. Yet because the capacity will still be below what it is further south, with no diminishing demand, the maintenance of maximum capacity on Avenue Road will remain critical. This means that it would be advisable to continue restrictions on parking and to eliminate from access to this road, insofar as is possible, such uses and development as would

generate large amounts of traffic.

The physical work involved will have little actual effect upon adjacent development. The chief point to be watched is that sidewalk space is not reduced below the necessary amount for such a shopping street as this. In this connection it should be noted that while the road - including the pavement and curb - is a Metropolitan responsibility, the sidewalks continue to be the responsibility of the City. This question needs to be taken up through the City Works Department for further consideration.

BLOOR SUBWAY:

In its report of May 1958 entitled "Bloor-University Subway, Zoning and Development", the City Planning Board adopted some principles and procedures to guide rezoning and development decisions. The essentials of the report were later adopted by the City Council, and the Metropolitan Council has now agreed to the establishment of the proposed working party of officials to see to the planning operations involved in the subway. At the present time, however, the working party has not yet had the opportunity to hold its first meeting.

It will be recalled that in the report on the Bloor Subway development possibilities it was proposed to undertake detailed planning along the various sections of the line, such proposals to be examined by the working party. For each detailed planning tract to be established, the report said that "Planning objectives would be established and criteria for planning design developed to cover land uses, densities, public use requirements and land acquisition requirements". The present report outlines some suggested criteria for the Annex, leaving detailed design for later development through the working party

which has been established.

The Bloor Subway will be constructed through the Annex in the approximate location shown on Figure No. 13. Cut and cover methods will be used except in one or two instances where it is understood that there will be tunnelling under substantial buildings.

Except at stations, the width of the strip of land taken will probably not exceed 60 feet. Preliminary designs for the Bathurst and Walmer stations, but none for the St.George Street Station, were included in the Wilson Report. It is presumed that more advanced designs may soon be ready for discussion by the working party.

Parking:

The effect of construction will be to create an open strip of land immediately at the rear or somewhat to the north of properties fronting on Bloor Street. One of the adopted principles for guiding development along the subway was, "Opportunities to provide or improve public amenities or facilities that would otherwise require the expenditure of additional sums of public money should be taken up ..... This means that in many cases the use of subway lands and adjoining areas for shopper parking, lanes, and access improvements..... would have priority over the alternative use of the lands for such purposes as apartments or offices".

The need for parking for both residences and for shopping areas in the Annex has already been demonstrated. In addition, some of the properties on the north side of Bloor Street have no rear access for off-street loading. In

the blocks between St. George Street and Avenue Road a considerable amount of privately organized off-street parking is provided but, particularly in the east block, access to the parking is difficult because it is broken up into individual properties and has access only from Bloor Street.

West of Spadina Road, and particularly west of Walmer, the subway line runs two or three houses to the north of the Bloor Street frontage. Many of these commercial properties lack rear access by public lanes.

One of the first objectives for the Annex portion of the Bloor subway should therefore be the improvement of access to and layout of privately owned parking areas and the creation of public parking areas. To do this west of Spadina will probably mean acquiring some additional lands in the strip lying between the subway and the rear of the commercial properties. Such acquisition would be in accordance with principle number three of the Bloor Subway Zoning and Development Report. A scheme in detail needs to be drawn up by the working party.

Zoning for Subway Development

The pattern of zoning proposed in Chapter X takes into account the effects of the Bloor Subway as well as other trends. Figure 15 indicates that it is proposed to extend the commercial zone on Bloor Street north from its present limit to the north limit of the subway right-of-way. This will allow commercial development of the intervening properties to be worked out in accordance with the detailed planning to be done under the direction of the working party, and it would also allow commercial developments in, over, or adjacent to the subway stations. There is no apparent need to assemble extra

land in the Annex district in order to realize the full development potential, apart from that required for parking and access. The zoning proposed, together with the attractive size and location of existing parcels, permits intensive development of the land near the subway stations.

Feeder Routes

There seem to be no other considerations arising out of the Bloor Subway Report to affect the Annex except the question of feeder routes to the subway stations. This will have to be taken up by the working party. According to the Wilson Report there will be no connections with surface routes at St. George Street Station, but there will be three at Spadina and three more at Bathurst. These connections will involve the construction of bus loops and other facilities which do not at present exist.

PROPOSED SPADINA EXTENSION:

Like some of the other projects the Spadina Extension proposal has a considerable history. The project has been approved in principle and acquisition of right-of-way is proceeding in areas outside of the City, where the route, called "Northwest Drive", follows the extension of Nordheimer Ravine. Within the City, the route has not yet been approved.

The Metropolitan Planning Board has for some time been considering proposals for the alignment south of St. Clair Avenue. One possibility is indicated in the map of major works, Figure No. 13, but there are three others being considered by the Metropolitan Planning Board. The four are described below:

No. 1. Spadina-Madison Alignment (As on Figure No. 13)

Northwest Drive would enter a tunnel in the Nordheimer Ravine to go under Spadina Road, emerging just south of Casa Loma, and passing underneath Davenport Road and the C.P.R. tracks. This section of the road would be a high-speed, limited-access facility with two traffic lanes in each direction carrying traffic at speeds of up to 50 m.p.h. Passing under Dupont Street, traffic would then be divided between Spadina Road southbound and Madison Avenue northbound in the manner indicated on the map. South of Dupont the Spadina Extension becomes an at-grade facility with intersections at each block and with local access to individual properties. In order to maintain constant capacity with the lower speeds of such a surface facility, four traffic lanes in each direction would be necessary. The northbound and southbound lanes converge again at Bloor Street. South of Bloor Street the alignment would be entirely on Spadina Avenue which already has a wide right-of-way sufficient for all traffic lanes needed.

Nos. 2 and 3. Spadina-Huron Alignments

Two of the alignments that were considered by the Metro Planning Board staff use Huron Street rather than Madison Avenue for northbound traffic. In both cases, Spadina Road would be used for southbound traffic exclusively. The routes differ in the way in which the northbound traffic is brought over to Huron from the northern part of Spadina Avenue. In one case, a new route would be cut through from Spadina to Huron just above Harbord Street, while in the other case the cut-over would take place in the Annex just above Bloor Street.

In both cases, Huron Street would be widened to four lanes northbound, and traffic would be carried on a new roadway under the C.P.R. tracks around into the vicinity of Boulton Drive and thence up the Nordheimer Ravine. Southbound traffic would leave the Nordheimer Ravine at Spadina Road, and go south through a cut in the Casa Loma section to join the lower end of Spadina Road as in the other alternatives. However, the Spadina-Huron alignments, it is understood, are not viewed as favourably as the others and may, for all practical purposes, be dropped from consideration.

No. 4. Spadina - Only Alignment

The last alternative considered by the Metro Planning Board would use Spadina alone by taking properties on the east side of Spadina Road. This would allow the construction of a six to eight lane facility with a centre dividing strip. North and south of the Annex the alignment would be essentially the same as the Spadina-Madison one.

It is the Spadina-only alignment which has always been favoured by the City Planning Board Staff, and in April 1956 the question of withholding permits for apartment building along Spadina Road pending a decision on the route was raised before the Board of Control. The question was thought, however, to be one for the Metropolitan Corporation and no further action was taken at that time. Since then, a number of apartments has been constructed on Spadina Road. Their approximate locations can be seen in Figure No. 11, and it will be noted that there is still only one new apartment constructed on the east side of the road.

Cost Estimates

In October, 1957, the Metropolitan Planning Board considered a report on the alternative routes and these were referred to the City Planning Board for comment. At that time the Metropolitan Planning Board estimated that for the Spadina-only proposal, the construction cost would be $10,321,419 and right-of-way costs $3,920,315 for a total of $14,241,769. For the Spadina-Madison proposal, the corresponding figures were $10,183,246; $1,743,110; and $11,926,356.

Estimates were also given for the Huron Street alignments but it does not appear necessary to discuss them.

LAND USE EFFECTS OF SPADINA-MADISON PROPOSAL:

The map of major works (Figure 13) shows the Spadina Extension having an interchange with the proposed east-west expressway. The possible scheduling of these two projects in relation to one another is uncertain, but if the east-west expressway were built an interchange between the two would be essential. The interchange would probably involve an equal amount of land no matter whether the Spadina-Madison or the Spadina-only alignment were selected. For the purpose of the following discussion of the Spadina Extension, however, all lands and buildings affected by the Extension have been included, whether or not some of them might be taken out at a later date if an expressway and interchange were built.

The total number of properties affected by the Spadina-Madison proposals is 291, of which 151 are on Madison Avenue and 140 on Spadina Road. The

total assessment applicable to these properties is indicated in Table VII.

While the Spadina-Madison alignment will leave relatively unchanged the state of these properties on Spadina Road, there are 150 properties on Madison most of which would be adversely affected by the added traffic volume and the decreased attractiveness of the street. The total cost of the Spadina-Madison alternative as proposed by the Metropolitan Planning Board is some $2,300,000, or 16% cheaper than the cost of the Spadina-only alignment. This 16% saving, it is to be noted, is gained largely at the expense of the affected Madison Avenue properties which are assessed for a total of $1,450,000.

SPADINA-MADISON PROPERTIES AND ASSESSED VALUES - JULY 1958

	No. Properties	Bldg. Ass.	Land Ass.	Total
SPADINA AVENUE				
West Side	57	$1,126,000	$ 583,000	$1,709,000
East Side	83	811,000	424,000	1,235,000
Total	140	1,937,000	1,007,000	2,944,000
MADISON AVENUE				
West Side	70	516,000	183,000	699,000
East Side	81	533,000	198,000	751,000
Total	151	1,069,000	381,000	1,450,000
Total all properties	291	$3,006,000	$1,388,000	$4,394,000

The Spadina-Madison alignment being considered by the Metropolitan Planning Board would use most of the length of Madison Avenue by widening it

on both sides, removing the trees and putting the sidewalk back close to the buildings. Thus, Madison Avenue would have essentially the same appearance that Spadina Road has today and would carry similar amounts of traffic although all in a northbound direction. A sketch plan showing how such a development would look and possible redevelopment in the area is shown in Figure No. 14A.

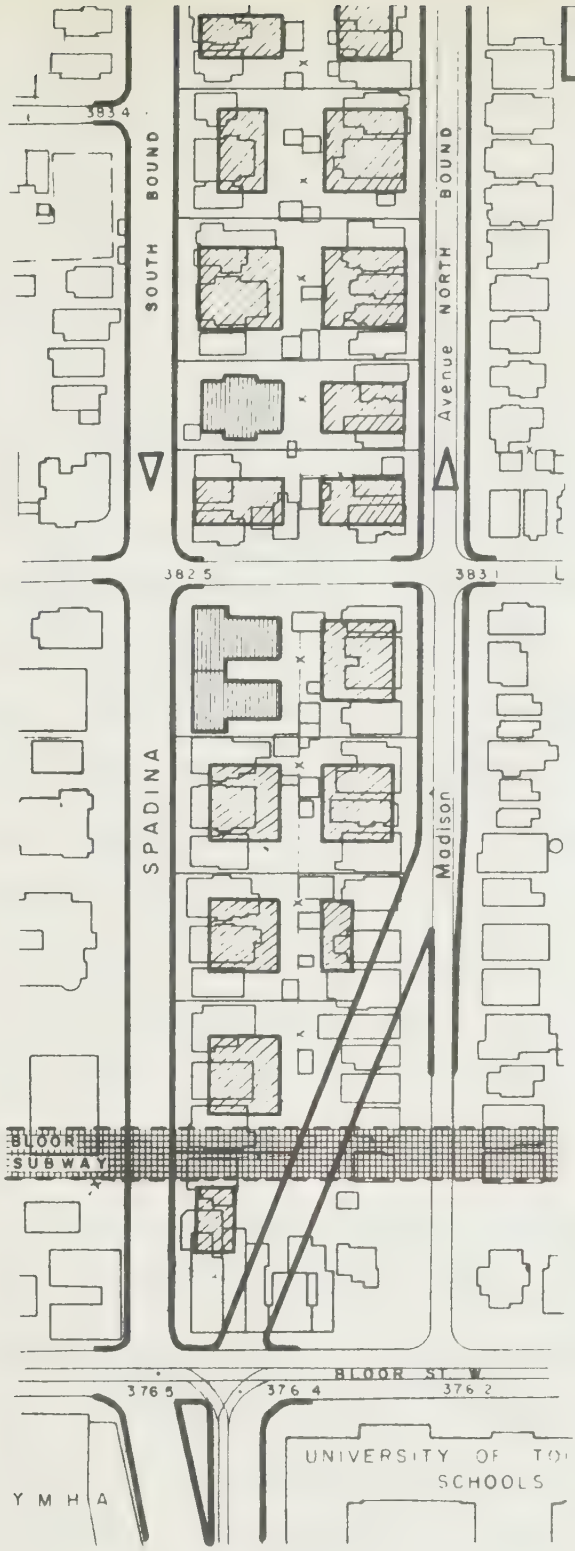
Variation on Spadina-Madison Proposal

There is a possible variation to the Spadina-Madison alignment that might be considered by the Metropolitan Planning Board. This involves the taking of properties on the west side of Madison Avenue. A typical section of the route, also showing redevelopment possibilities, is sketched in Figure No. 14B.

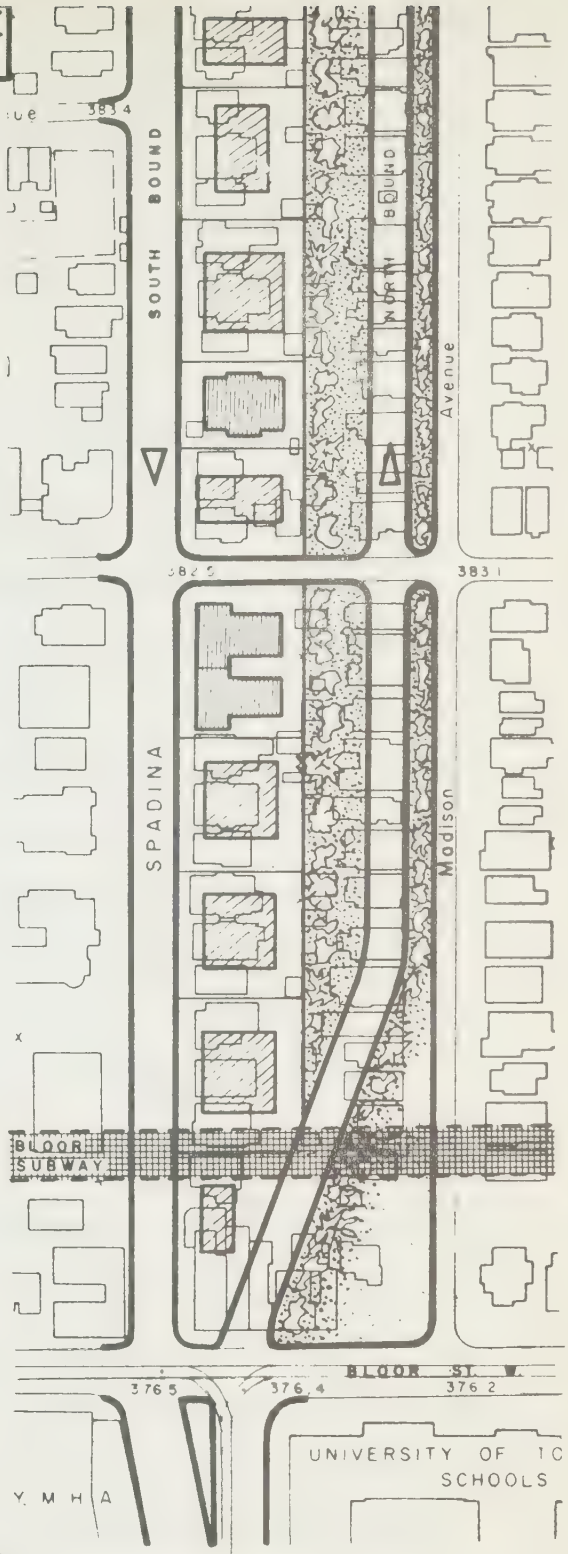
This shows a limited access northbound 50 foot road cutting through the existing properties leaving a landscaped strip of 20 feet between Madison and the proposed road. It would relieve Madison Avenue of a considerable amount of traffic and help to preserve the existing good conditions of properties on the east side. Another 50 foot buffer strip of grass and trees is proposed between the new road and the possible apartment development on the east side of Spadina. This strip would allow for a possible subway alignment and in addition add to the attractiveness of apartment development on Spadina.

The land acquisition cost for this variant would be intermediate between that of the Spadina-Madison alignment as estimated by the Metropolitan Planning Board and that of the Spadina-only alignment. The difference in the two routes is chiefly in acquisition costs which depend to a considerable degree on the difference in assessments. From the Table it will be noted that the assessed values on the west side of Madison Avenue total about $700,000, slightly more

FIGURE 16



A.



B.

EXISTING APARTMENT BLOCK

VARIATIONS ON "SPADINA-MADISON" PROPOSAL

100' 0' 100' 200'

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than half of the assessed values on the east side of Spadina Avenue.

Whichever of the Spadina-Madison alignments proved to be more feasible or desirable, both still leave an island of land trapped between the north and south bound lanes of expressway traffic. The potentiality for development of such a narrow strip surrounded by the noise of traffic is somewhat in doubt. Certainly such a strip is unsuitable for the preponderant present use of small single and multiple family dwellings, but high-rise apartments well set back might be able to escape the noise of traffic to some extent. This kind of development has been indicated in Figure 14. How easily apartment buildings in such a location could attract tenants would have to be investigated, as there do not come to mind any apartments in quite such a situation in the Toronto area.

Whatever may be the merits of apartment development in such a traffic-washed situation it is evident that apartment construction alone cannot be depended upon to remove all properties that would otherwise be adversely affected on Madison Avenue. In another section of this report it was estimated that by 1980 approximately 150 properties would be required for apartment development. This is the same as the number of properties on Madison Avenue alone. It would be quite unreasonable to expect that all of the new apartments to be constructed in the Annex would concentrate in this one location, since there are other suitable areas nearby. Perhaps at a maximum one-quarter of them might go on Madison. If this amounted to 40 properties that would still leave 70 or more dwelling houses in disadvantageous locations on these new traffic facilities.

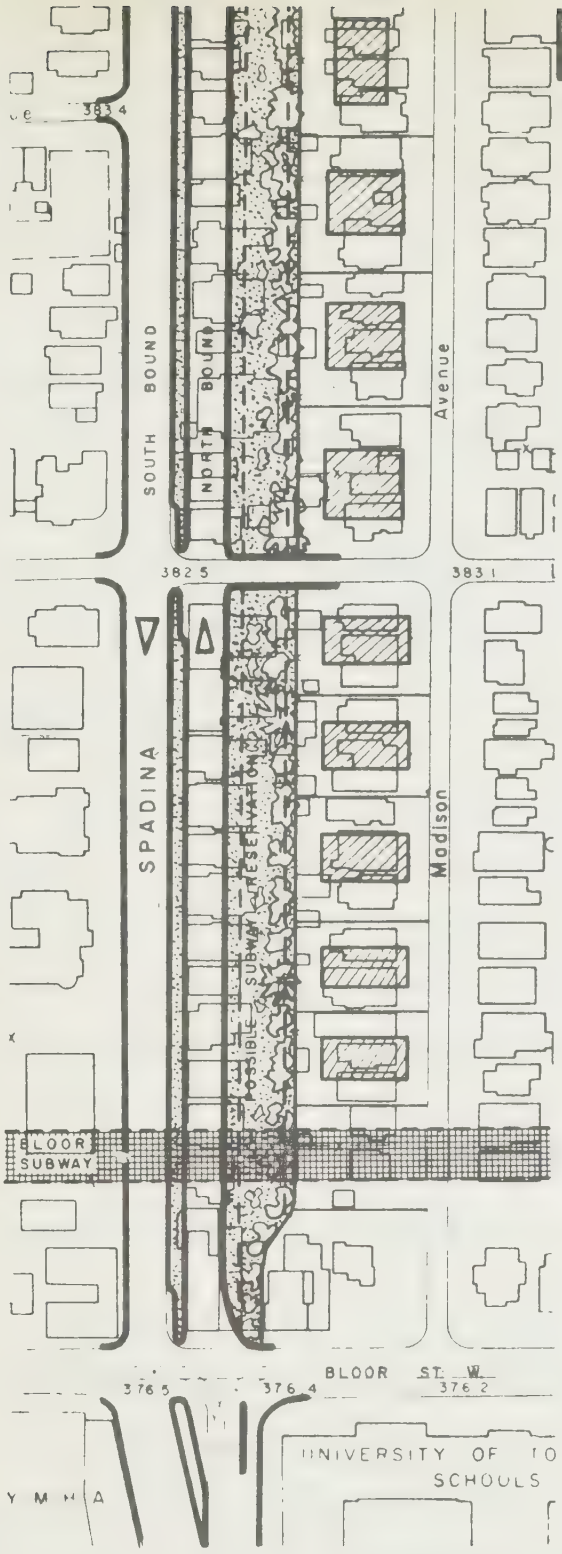
Spadina-Only Variations

For the several reasons discussed above, this report favours the Spadina-only alignment even though it is the most expensive one. The cost is 16% more than the estimated cost of the Spadina-Madison alignment. For this extra cost, benefits are given to adjoining properties and a more satisfactory situation is presented whether or not development proceeds in the form of apartments and whether or not it proceeds slowly or quickly. Two possible treatments of the Spadina-only alignment are sketched in Figure 15.

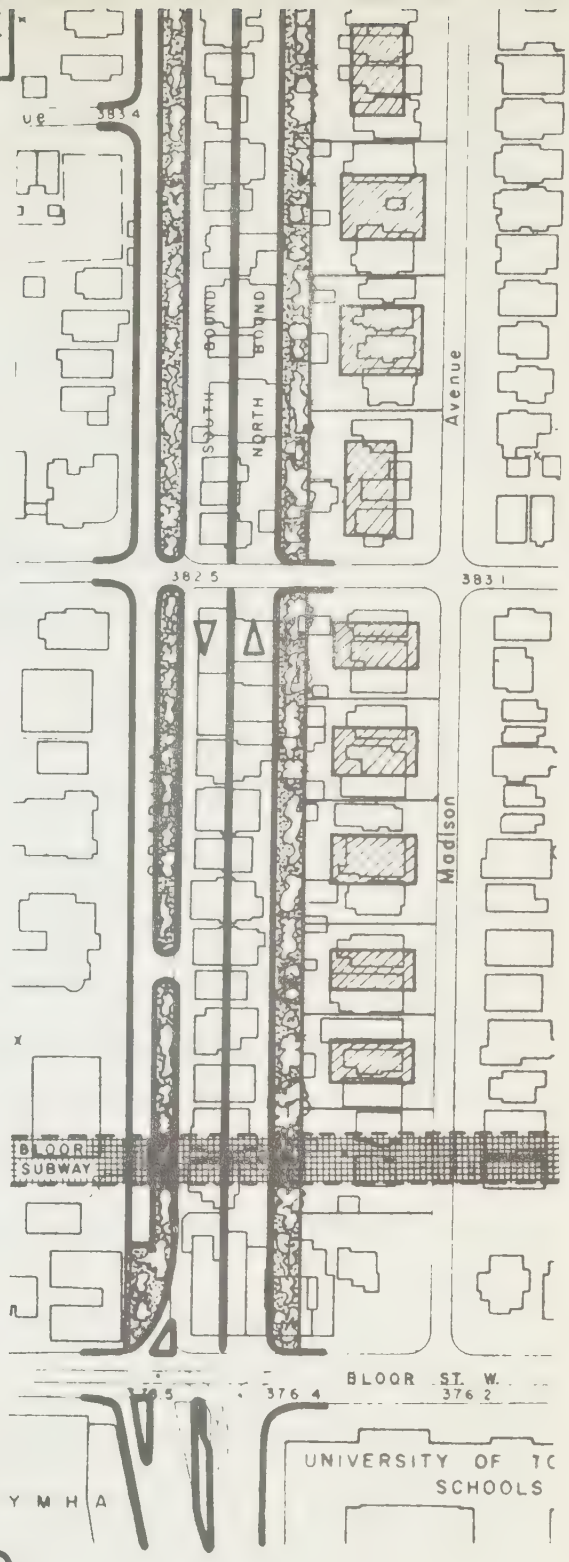
The layout in Figure 15C proposes a two-way limited-access artery separated from possible apartment development on the west side of Madison by a 50 foot buffer strip of grass and trees. As in Sketch B this scheme would also provide for a possible subway right-of-way and add to the attractiveness of apartment development. This proposal would include the demolition of a new apartment building on Spadina. Temporarily, however, it might be possible to retain the new apartment building by arcading.

The layout in Sketch D overcomes a disadvantage of proposal C by providing a buffer strip of grass and trees and a service road for the existing residential properties on the west side of Spadina. Redevelopment possibilities are similar for both variations, and in both instances the new apartments or existing dwellings would not be isolated by traffic arteries on both sides. Both the Spadina-only and the Spadina-Madison variations as proposed would displace about equal numbers of persons if all the dwellings on either the west side of Madison or the east side of Spadina had to be demolished at once to make way for these routes. The total in either case would be about 600 persons, but eventual redevelopment in private hands would replace an equal or

FIGURE 17

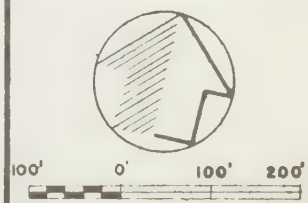


C.



D.

VARIATIONS ON "SPADINA-ONLY" PROPOSAL



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greater amount of housing accommodation. Overall, the Spadina-only proposal, Sketch C or D, offers the best arrangement for protecting the existing and future housing and providing for a sound form of future development. If it proves necessary to use Madison Avenue, the best arrangement would be to take out the properties on the west side of the Avenue as shown in Figure 14.

EAST-WEST EXPRESSWAY:

The East-West expressway alignment discussed in this report must be regarded as the most tentative of any of the major works discussed, as well as the one likely to be furthest off in time. Nevertheless, its implications must be considered because the eventuality of such an expressway has been accepted in principle by the Metropolitan Planning Board pending completion of their transportation analysis and plan. A route such as the one shown on the map was first set out by the Metropolitan Planning Board in a report dealing with the possibility of combining the expressway with the Bloor subway.

The section of the east-west expressway suggested on the map would connect to the west with the extension of Highway 400. At about Christie Street a major interchange would link the east-west expressway with a north-south facility to give a connection to the F.G. Gardiner Expressway. To the east of the Annex, the expressway would connect with the Bayview extension and the Don Valley Parkway.

The Official Plan of the City of Toronto adopted a similar proposal in 1949. However, instead of running the route through the residential sections of the Annex, Christie, and South Rosedale planning districts, it proposed an

alignment utilizing the Ontario Hydro Transmission Line right-of-way which runs to the north of the Canadian Pacific Railway Line through an industrial area.

In the 1949 Official Plan the route forms part of the "Don Valley Roadway System", to consist of "highways largely of a limited access type", and is shown on the highway plan which forms part of the Official Plan.

As proposed by the Metropolitan Planning Board, the alignment in the Annex would be in a cut some 25 to 30 feet below the general level of the local street system. As indicated on the map, bridges would be provided at almost all of the existing streets. The only access to or from the expressway within the Annex district would be from the Spadina Extension route.

Land Use Effects

One of the most serious implications of the expressway is the amount of housing that would be removed.

The East-West Expressway would effectively remove from use a total of 16 net residential areas. From existing net residential densities (Figure No. 10) it can be calculated that the population removed would total approximately 1,400 persons. That is almost 10% of the present population of the Annex, and would represent a major dislocation of population. The public authorities might be called on to assume some responsibility for the relocation in other housing of at least a portion of the people affected.

In addition to the properties removed by the proposal there would also be a number left adjacent to the expressway subject to increased noise and vibration. Perhaps more serious, however, would be the effect upon the property

values and residential stability of all those residences which would remain north of the expressway to Dupont Street. These properties would find themselves isolated from the rest of the residential area to the south by the broad band of the expressway, and the short sections of street might not be very viable in themselves as residential areas. At the same time the possibilities of redeveloping for commercial or other purposes in those areas between the expressway and Dupont Street seem to be rather remote. Another secondary effect would be the possible repercussions upon commercial properties, particularly local shopping, of the removal of such a large segment of the resident population.

Additional Studies Required

The timing of the east-west expressway in relation to the construction of other projects is rather uncertain, and the justification for constructing the expressway at all has yet to be confirmed by the complete transportation analysis proposed by the Metropolitan Planning Board. For these reasons, and because the effect of the expressway proposals on the Annex and other planning districts would be severe, the City's staff have asked the Metropolitan Planning Board Staff to study other possibilities for an East-West expressway alignment. In particular, the possibility of using the proposal of the existing Official Plan should be seriously considered. There are many difficulties involved in using such a route because of restricted space and because of difficult crossings and interchanges involving grade separations with the railway. It is probable that the engineering costs and construction costs would be higher than those involved in taking the easier course of running the expressway through the middle of residential sections. Nevertheless, the dislocation

caused by the latter course would be so extensive that it is imperative that proposals for alternative routes be studied in order that costs and impact comparisons can be made.

CHAPTER VII: EXISTING OFFICIAL PLAN PROPOSALS AND ZONING PROVISIONS

Both the existing Official Plan and the Zoning By-law must be the starting point for devising any new plan for the future development of the Annex. A general understanding of these documents is essential for understanding the proposals made in this report, but no lengthy exposition can be put forward here. It is rather the intention of this Chapter to point out those features of both Plan and By-law that have a particular bearing on the Annex, reserving for Chapter IX the discussion of principles that have a bearing on the City as a whole.

OFFICIAL PLAN PROPOSALS:

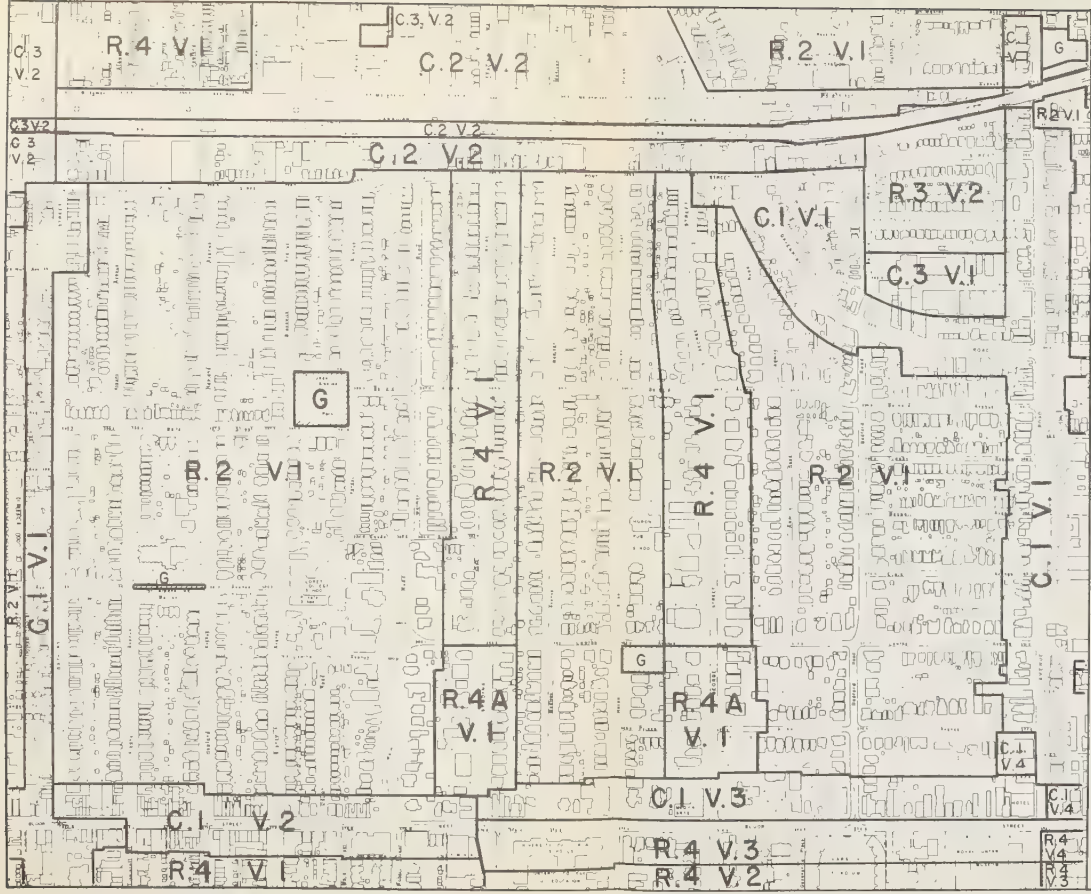
The existing Official Plan consists essentially of two parts: a general land use plan with accompanying policy statements on the proposed pattern of development for the city, and a programme of public improvements and works. The land use plan is geared to the idea of neighbourhoods; the city was divided into about 80 so-called neighbourhoods of which the Annex was one. This was intended to establish "a pattern for the stimulation of community interest in the protection and improvement of residential amenities". The first step in such a programme was to be the provision of recreational facilities. The land use plan takes this idea further by restricting commerce and industry to those major arteries which were to form the boundaries of neighbourhoods. For this reason the land use plan allocates commercial and industrial uses to the boundary streets of the Annex in the same way as does the existing zoning map (Figure 16). The objective of the land use plan (which the Zoning By-law is intended to implement) is stated in the Official Plan to be "stabilisation from the standpoint of quantity and improvement from the standpoint of quality". There is, however, little explanation in the Plan of the meaning

FIG. 18

ANNEX PLANNING DISTRICT

EXISTING ZONING

SPECIAL CLAUSE PERMITTING EXISTING DWELLING HOUSES TO BE USED FOR INSTITUTIONAL PROFESSIONAL AND ADMINISTRATIVE OFFICES



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of this broad objective or of how it was to be attained. Because of the imprecise nature of these proposals, the land use plan has in fact been implemented in a rather mechanical way according to the map that was included in the Plan, and without the guidance of principles. For this reason zoning changes have tended to give the lead to Official Plan changes, rather than the other way about. This has been the case in the Annex, although today's land use pattern is almost the same as was proposed in 1949. There have been one or two minor changes involving small boundary adjustments, and the only change of any consequence was the change from residential to industrial of the land on both sides of Pears Avenue in the Chicora Avenue sector.

Proposed Works and Facilities

A number of works proposals was suggested in the Plan that affect the Annex. Some of them have been carried out, but others remain in abeyance. The proposals were primarily those concerned with roads and traffic, although there were also a few suggestions for public utilities and recreational facilities.

The recommended roads programme consists of pavement widenings, street widenings, jog eliminations, a new underpass and new road proposals to eliminate traffic bottlenecks. Pavement widenings were proposed for Dupont Street between Christie and St. George Streets; for Bedford Road between Bloor Street and Davenport Road, and for Bloor Street between Bathurst Street and Spadina Road. The first two projects have been completed but the latter still remains to be done. Two jog eliminations were also proposed; that to eliminate the jog on Dupont Street at Kendal Avenue was completed. The other, at Avenue Road to eliminate the jog between Dupont Street and Roxborough Street remains to be done.

The major roads projects that were recommended to relieve traffic bottlenecks affected Avenue Road, Spadina Road and St. George Street. The Avenue Road-University Avenue route was to be developed as a major arterial road by widening Avenue Road between Bloor Street and St. Clair Avenue. This has not yet been done. Spadina Road was also to be developed into a major route as a continuation of Spadina Avenue. Spadina was to be widened from Bloor Street to Dupont Street, and the road was to be continued under the C.P.R., over Davenport Road, into a cut just east of Casa Loma, then north to the Nordheimer Ravine. One part of this project that was completed is the widening of Spadina Road between Bloor and Dupont Streets, but this widening is insufficient for the present Spadina Extension proposals.

The third project was the improvement of the St. George Street route by eliminating the St. George Street, Dupont Street and Davenport Road intersection. This involved an underpass where St. George meets the C.P.R. It was proposed that the road go under the C.P.R. and over Davenport Road to link with Russell Hill Road.

Some improvements for recreational facilities in the city parks were recommended in the Official Plan. In the Annex, a playground and wading pool were proposed for Jan Sibelius Park and a hockey rink (presumably artificial) proposed either for Huron Street Public School or the playground at Lowther Avenue and Huron Street. None of these suggestions has been carried out, nor were these Annex facilities mentioned in the 1955 report of the Parks Commissioner.

Public utilities projected were a new 36 inch watermain and two new sewers. The watermain was completed almost as planned; it was built north on

Bathurst, east on Barton Street, north on Brunswick Avenue and east on Bernard Avenue. The new sewers were installed as proposed on Huron Street and on Spadina Road between Lowther Avenue and Dupont Street.

Official Plan Revision Required

It can be seen from this discussion that the Official Plan policy statements and land use plan are no longer of use as a guide to proper development of the Annex, in view of the changing role of this district. Many of the works proposed have already been completed, others are being abandoned or revised, while some new and important ones are not included at all. For these reasons it is suggested that there be an amendment to the Official Plan insofar as the Annex is concerned, embodying a statement of the policies and principles that should guide the development of the district, together with a statement of public improvement proposals for the district.

EXISTING ZONING:

The existing zoning districts and boundaries are indicated in Figure 16. Prior to the present By-law there were for years restricted area by-laws in the Annex. Today's zoning map is essentially the same as it was at the original passage of the By-law in 1952, both as to classifications and as to boundaries between districts. The only noteworthy change until recently is that made to accommodate the extension of the Park Plaza Hotel, where an area was reclassified to C.1 V.4 from C.1 V.1. Then, in recent months, the City Council adopted a special by-law affecting the portion of St. George Street shown on Figure 16. This clause allows in existing dwellings some of the uses permitted in the R.4A zone to the south, thus opening for institutional, professional and

administrative offices that portion of St. George Street south of Bernard.

There are some obvious shortcomings to the existing zoning pattern in the Annex. The classifications make little allowance for future trends and needs. Only recently, as noted above, has any special concession been granted to the institutional functions of the Annex. The residential densities permitted are not well related to the existing floor area ratios or to the development potential of the Annex. These questions, however, all raise matters of general principle and will therefore be dealt with in later chapters.

CHAPTER VIII: OUTLINE OF A PLAN FOR THE ANNEX

Previous chapters have explained the changing role of the Annex Planning District, described the pressures to which it is subject, and given some detailed explanations of current proposals and possible developments which may affect it. In this chapter this information is summarized in terms of the needs of the district, and general proposals are stated. These are intended as the outline of a plan that will enable the Annex to make the best possible contribution to the life and development of the City.

In doing this it is necessary to determine the future role of the Annex, the official policy which is to be set out for the guidance of its development. Decisions must be made on which changes are to be discouraged and which encouraged and to what standards. The necessary programmes of public works must be set out. A realistic appraisal of the area and its future potential must be the basis of any such policies. The picture of the area must be clear so that policies can be clearly set out and those affected understand what the future of the area is likely to be.

While many changes will undoubtedly take place the Annex will still remain predominantly residential, with both single and multiple dwellings, and the larger part of the area will be occupied by the existing buildings for many years to come. It is important that ways be found of making the various different uses and developments compatible with one another so that each can continue as satisfactorily as possible. The new residential zoning standards will make an invaluable contribution in this regard, helping to ensure good neighbourliness between adjacent buildings. In some regards these will have to be further developed to meet certain problems of office and institutional buildings.

The amount of likely new development of various types must be estimated and suitable locations selected which both meet the needs of the development and fit into a sound overall plan for the area. The requirements have been described at some length in earlier chapters and are summarized below. Since this report is dealing primarily with zoning, the emphasis is on land use, and these proposals will be the basis for developing a public works and improvement programme, to be reported upon later.

SUMMARY OF NEW DEVELOPMENT REQUIREMENTS:

New development requirements need to be summarized in different ways. First, and most important, how much land is required? Secondly, where is the land needed, and third, what kind of sites or buildings are preferred? The table below summarizes the estimates that have been made for the quantities of each kind of new development.

Quantitative Summary of New Development Anticipated to 1980

Kind of Development	Acres Required		Properties Required	
	Minimum	Maximum	Minimum	Maximum
NEW BUILDINGS				
Apartments	14	25	100	150
Student Residences	5	10	35	60
Offices	15	25	75	125
Shops	1	2	10	20
SUB TOTAL	35	62	220	355
NEW USES IN OLD BUILDINGS				
Institutional Offices	3	7	25	50
Institutional Residences	2	3	15	25
Fraternities	4	5	25	30
Other Institutional, etc.	2	5	10	25
SUB TOTAL	11	20	75	130
TOTAL ALL DEVELOPMENT	46	82	295	485

Reviewing the estimates together, the two forecasts for office building requirements both seem excessively high in relation to the others, and should perhaps be discounted to some extent.

The impact of this new development on the Annex is shown by comparing these totals with the existing acreage and numbers of properties in various uses. Most of the new buildings and changing uses would require properties that are presently residential. In existing single and multiple dwellings there are a total of 186 acres and some 2,200 properties. Both the East and West Annex have about 1,100 properties apiece, but the area taken up is only 84.3 acres in the West Annex compared with 102.1 acres in the East Annex where the properties are larger.

At the minimum, the number and acreage of properties required for all forms of development would represent a considerable share of the existing residential properties but on the other hand, even at the maximum possible development (and the estimates on this side have not been ungenerous) there would still remain a very respectable portion of the existing single and multiple dwellings.

The locational needs of these new developments and the kind of sites or properties they require are summarized in general form in the Table following: individual requirements may vary.

Development	Needs and Preferences				
	Locational Features	Surrounding Use	Site	Existing Building Type	Local Amenity
NEW BUILDINGS					
Large Apartments (High Density)	Prestige Convenience	Residential	extra-large	-	high
Small Apartments (Medium Density)	Convenience, Quiet, Facilities	Residential	ordinary	small, economical	medium
Student Residences	near University	Residential	-	economical	medium
Offices	Prestige Transportation, near shops	Commercial or office group	large	-	high
Shops	busy pedestrian area with parking	retail commercial	small	-	low
NEW USES IN OLD BUILDINGS					
Institutional Offices	Convenience, Quiet, Central	Residential or Office	large	sound, economical	high
Institutional Residences	Quiet, Central	Residential	large	large, sound	high
Fraternities	Very close to University, in group	-	-	very large, economical	low
Other Institutions	Varied	Residential	large	varied	generally medium

The summary table of locational needs and preferences serves to emphasize what has already become apparent, that the bulk of the new development and new uses will seek locations in the southern and eastern parts of the planning district. That is where the biggest dwellings, with largest lots, are located. That is the area which is especially attractive physically and which has the most convenient access to transportation, shopping, and the University.

There is, however, an appreciable number of uses that would not necessarily be drawn to any particular part of the Annex but would, if permitted, distribute themselves more generally in the district. These comprise most of the small apartments, some of the large ones, and many of the residential and non-office types of institution.

REQUIREMENTS OF RESIDENTIAL AREAS:

The major part of the Annex will remain in residential use during the period until and beyond 1980. The needs of these sections are of a different kind altogether from those discussed under "new development". Their broad general need, from which develop secondary requirements, is for confidence in the future of the area on the part of property owners and residents. Such confidence promotes reinvestment, rebuilding, and the maintenance of good standards.

This general objective requires that the residential sections have -

Provision of sound standards of neighbourliness in use and structures,

Balance in the types of occupancy with no undue dominance by any one form,

Protection from commercial and incompatible uses,

Enforcement of by-laws relating to the maintenance of housing standards and of proper control of occupancy,

Freedom from heavy through and filtering traffic, and from excessive parking,

Improvement in publicly provided facilities,

Space for recreation and relief from bricks-and-mortar.

The preceding chapters have dealt with most of these requirements in some detail. This section will summarize in capsule form the main observations

and suggestions to be made.

Balance

The hardest requirement to meet in the Annex will be that of balance of occupancy types. Rooming and boarding houses now amount to one-fifth of all properties. Because rooming houses are not required to provide parking, while conversions to dwelling units are, change is biassed in favour of roomers. This can be corrected through the By-law. The dominance of rooming houses is also related to the large size of the buildings, for which the zoning allows few alternative uses. Better balance may be obtained by permitting a greater variety of uses in these buildings, such as residential institutions, or nursery schools and other uses that offer services attractive to families. Community organizations may help stimulate local interest and encourage the slight trend to the remaking of old dwellings into stylish "town houses". New buildings of a residential nature - apartments at high and medium density - may help restore balance because they seek out the large lots on which the extra-large houses are situated.

However, because of its role in the city, the Annex cannot hope to have the same characteristics as other residential areas. Better balance will be only relative: the district will and must continue to have a high proportion of single persons, of non-family households, of lodgers, of young adults and elderly persons. It will have fewer young children and smaller families than most of the rest of the city, but for all that it can be a "good residential area".

Protection

Protection from incompatible uses can chiefly be achieved through zoning. The past record on zoning is good, so that there are few non-conforming nuisances to be dealt with. Analysis of commercial requirements has shown no need for shopping to penetrate residential streets. Incompatible uses can also be prevented by zoning, although in an area such as this a much wider range of residential and institutional uses will be compatible with the predominant single and multiple dwellings, than would be the case in other parts of the city. Apartment buildings under the new standards will be in a form compatible with neighbouring residential uses.

Freedom from Traffic and Parking

Freedom from heavy through and filtering traffic can again only be relative, because the existing density of population itself generates quite large amounts of traffic. The chief hope for a reduction in rush-hour nuisance is through the construction of new facilities like the Avenue Road widening and Spadina Extension. The latter - and any new expressway facility - should be designed to keep both new and old residential development free from traffic. The location of new development areas and of high density apartments should also be planned so as not to draw new traffic through nearby lower density districts. Secluded streets that are comparatively free of traffic should be aided in the maintenance of this desirable condition by comparatively low-density zoning.

Freedom from parking nuisance will be assisted by requiring all forms of development in residential areas to provide their own spaces, under the By-law. This will not take care of the backlog, which probably requires public initiative

to help establish various forms of group or neighbourhood parking facilities. The subway lands will help provide for parking generated by commercial uses.

Enforcement of By-laws

The Annex is in a critical period. If loss of confidence should occur building conditions could slide quickly from predominantly good to fair and poor, because the majority of dwellings are now approaching the 60 year old mark, recognized as crucial in the life of a building. For this reason, by-laws dealing with housing standards and zoning need to be well enforced; to achieve this, some local initiative may be necessary.

By-laws regulating nuisances and licensing by-laws will be useful in ensuring that nursing homes, boarding houses and fraternities, for example, are properly controlled. The general enforcement of parking regulations, especially as to boulevard, driveway, and front lawn parking, is also important.

Public Improvements and Open Space

The capital works suggestions and programme contained in the existing Official Plan need to be reviewed in the light of what has been and remains to be accomplished. Open space is needed for recreation, especially in the West Annex, but it does not seem appropriate to bring the whole district up to the adopted minimum standards because the need is less on account of the peculiar characteristics of the Annex population. However, some parkland is necessary to improve the attractiveness of the area, and more school ground space would be advisable as well.

SPECIAL PROBLEMS:

The plan for the Annex has to deal with two special problems, and possibly a third, arising out of the Metropolitan Capital Works proposals. The Bloor Subway creates a problem of design around stations and along the right-of-way, where the prime need appears to be parking for locally generated traffic. The subway does not create areas needing comprehensive redevelopment of land assembly in this district, but the working party will have to take up the question of feeder routes.

The Spadina extension proposals will create more serious problems if the design adopted does not allow the best form of future development and protection for existing dwellings. An alignment on Spadina Avenue only is the recommended solution.

The proposed East-West Expressway is a most indefinite proposition at the moment, but it would have serious repercussions if ever built on an alignment similar to the tentative sketch that was submitted for discussion with the report. This alignment should not be considered without a study of all other alternatives. The Metropolitan Planning Board should be asked to do so and in this connection it would be helpful if that Board could complete its comprehensive transportation analysis and study as soon as possible.

SUMMARY STATEMENT OF PROPOSALS:

The changing role of the Annex should be reflected in an orderly plan which will serve as a clear guide to the future of the area.

The uses to be permitted, their densities and locations, should reflect the characteristics and advantages of the Annex, its accessibility,

proximity to city centre, university and government areas. The proposed zoning is shown in Figure 17.

New development must mix with old: sound standards must be maintained to ensure that both can exist in harmony side by side.

High density development where offices and institutions are permitted should be located in the south-east part of the area.

A preponderance of the area should remain residential, the appropriate density being Zone 3 except in selected areas where apartments at Zone 4 densities would be permitted.

The residential uses of the West Annex west of Walmer Road and of selected parts of the East Annex should continue as at present, suitable for a substantial proportion of family accommodation.

In other parts of the area a wider range of residential uses should be permitted: the R.3 category of the Zoning By-law should be amended to encompass this.

In the Chicora Avenue sector the status quo should be maintained until the east-west expressway proposals are restudied.

Fraternities should be permitted in R.4 areas but also on selected streets where their locational need is greatest and can best be satisfied.

The Avenue Road specialty shopping area requires a business district classification that does not yet exist in the By-law but which is needed here and perhaps in other areas.

The parking requirements of the By-law should be widened so that all uses newly established in residential areas, whether in new buildings or not, provide adequate parking. At the same time, further study should be given to the suggestions in the Board's report on Residential Parking.

A programme of public improvements, including the provision of open space, parking facilities, street improvements and other works, should be developed by a technical committee of officials with this report as a guide to requirements.

All questions relating to the Bloor Subway should be taken up with the Working Party, with this report as a guide to requirements.

All questions relating to student accommodation and student residences as well as the requirements for staff accommodation, should be discussed with the University of Toronto.

All questions relating to the Metropolitan Works Proposals should be referred to the Metropolitan Planning Board, with the recommendation that the "Spadina-only" alignment be adopted and that east-west expressway alternatives be studied. It is suggested that the Metropolitan Planning Board consider the necessity for completing its transportation analysis.

An amendment to the Official Plan should be prepared, incorporating a statement of desirable future development and necessary implementing measures for the Annex Planning District, together with a Public

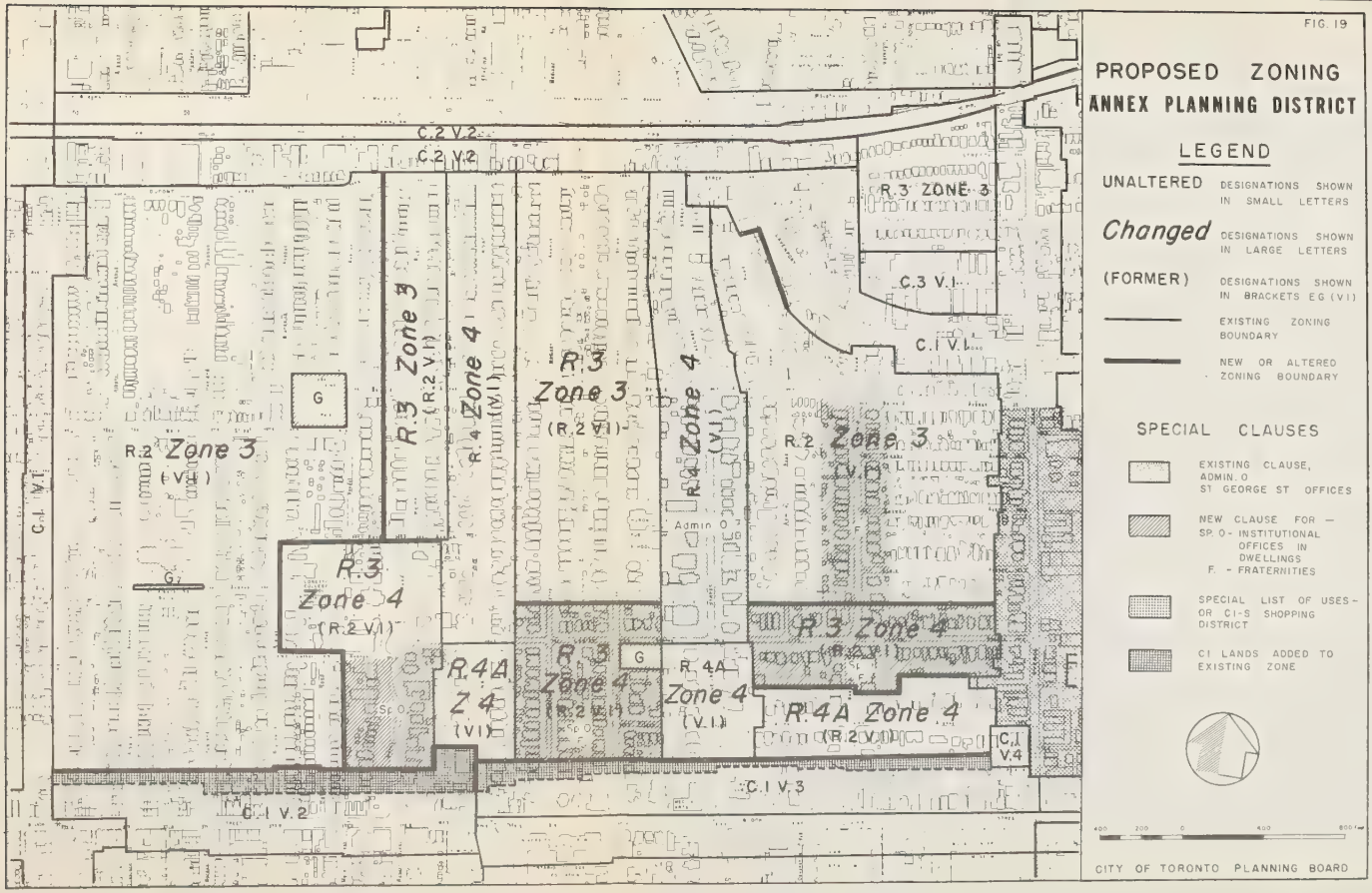


FIG. 19
PROPOSED ZONING
ANNEX PLANNING DISTRICT
LEGEND
UNALTERED DESIGNATIONS SHOWN IN SMALL LETTERS
Changed DESIGNATIONS SHOWN IN LARGE LETTERS
(FORMER) DESIGNATIONS SHOWN IN BRACKETS EG (V I)
EXISTING ZONING BOUNDARY
NEW OR ALTERED ZONING BOUNDARY
SPECIAL CLAUSES
EXISTING CLAUSE, ADMIN. O ST GEORGE ST OFFICES
NEW CLAUSE FOR — SP. O - INSTITUTIONAL OFFICES IN DWELLINGS F. - FRATERNITIES
SPECIAL LIST OF USES - OR C1-S SHOPPING DISTRICT
C1 LANDS ADDED TO EXISTING ZONE
CITY OF TORONTO PLANNING BOARD
C.2 V.2
C.2 V.2
R.3 ZONE 3
C.3 V.1
C.1 V.1
R.3 Zone 3 (R.2 V.1)
R.4 Zone 4 (V.1)
R.3 Zone 3 (R.2 V.1)
R.4 Zone 4 (V.1)
R.2 Zone 3 (V.1)
R.2 Zone 3 (V.1)
C.1 V.1
G
G
R.3 Zone 4 (R.2 V.1)
R.4A Z 4 (V.1)
R.3 Zone 4 (R.2 V.1)
G
R.4A Zone 4 (V.1)
R.3 Zone 4 (R.2 V.1)
R.4A Zone 4 (R.2 V.1)
C.1 V.4
C.1 V.3
C.1 V.2
Admin O

Improvements Programme; the whole to supersede the existing Official Plan insofar as it affects the planning district.

CHAPTER IX: SOME GENERAL PRINCIPLES

For the best solution of planning problems in the Annex Planning District it has been necessary to break new ground on several questions of principle with particular reference to zoning. The principles suggested in this chapter, whose acceptance is considered necessary for the successful implementation of the Annex proposals, will have general application to other parts of the city too. Once these concepts are understood and accepted, it will be possible to describe in detail the zoning proposed for the Annex.

Some of the ideas discussed have been raised in a preliminary way in earlier Planning Board reports, as will be noted in each case. Others are raised here formally for the first time. The principles to be discussed come under the following headings: Use-and-Density Combinations, Business District Classifications, Office Building District, Revision of R.3 Use Classification, Special Provision Clauses for Residential Districts, and Rooming House Parking Requirements.

USE-AND-DENSITY COMBINATIONS:

Residential use-classifications and density zone classifications should be used in whatever combinations are best suited to the characteristics of particular residential areas, and not tied to one another by an invariable formula. At present the By-law contains a formula, so that, for example, all R.1 areas must invariably be Zone 1 density class, and all R.2 areas must invariably be classed Zone 2. At present it is not possible to provide a Zone 3 density for residential development without admitting all R.3 or R.4 uses, and so on. The formula approach at present used in the By-law was necessary to allow for the early introduction of the new residential standards.

but the Planning Board's report of April 1956 recognized that the formula should be used only as an interim measure until the residential districts of the city had been studied in detail. These studies are now in hand, and have already revealed the need for some new combinations of density and use classifications. For example:

R.2 with Zone 3, as in the Annex.
R.3 with Zone 4, as in the Annex.
R.1 with Zone 2, as in parts of Deer Park Planning District.
R.2 with Zone 1, as in parts of Lawrence Park Planning District.
R.1A with Zone 3 or 4, as may be advisable in parts of Eglinton Planning District.

For these reasons, it is suggested that the Zoning By-law provide that the use-classification and density zone combinations in effect in any area be the combinations marked on the zoning map, and that the existing formula apply to any area only until a "Zone" density designation is marked on the zoning map. This provision would allow a continuing change-over from the formula application of the old residential "V" classifications as planning district studies are completed.

BUSINESS DISTRICT CLASSIFICATIONS:

The zoning by-law should provide a number of business district classifications with permitted uses and densities appropriate to the character and function of the different kinds of shopping and service business districts in the city. These districts should not be regarded as "higher" or "lower" than one another, but as functional classifications, and hence the uses permitted in one district should not necessarily be permitted in one or any of the others as well. The consequences of having only a single "C.1" commercial classification for uses other than industrial ones are serious. One effect in

Toronto has been to make commercial zoning rigid and conservative, out of fear -- justified often enough by actual occurrences -- that a change to C.1 zoning ostensibly to permit one appropriate use may in fact turn into permission for any number of highly inappropriate uses. There are other reasons equally pressing for a change in the present system which, by giving Toronto only one all-inclusive business district classification, must make this city unique among all zoned cities of its size on this continent.

The City of Chicago new zoning ordinance of 1957 deals specifically with this problem. Their published explanatory comments make an excellent summary, and some significant extracts are noted below. When reading them it should be borne in mind that the old Chicago by-law already had three types of business district.

"Seven new Business Classifications . . . . are proposed in the new Zoning ordinance, (which came into effect May, 1957). "Each new classification is further broken down into sub-districts on the basis of building bulk . . . but the land use regulations for these sub-districts within each classification are identical".

"The (old) ordinance suffers from over-simplification . . . too few districts means the lumping together of incompatible uses which should be segregated from one another as well as the failure . . . to adequately protect adjacent residential areas from excessive traffic and other nuisances".

"Two concepts are basic in the new philosophy . . . These are the relative service area of shopping districts, in the light of which their size and range of permitted uses are controlled, and the economic compatibility of business and commercial uses . . ."

"A little reflection will make readily apparent the fact that business centers of different magnitude are needed . . . Not all locations where business is needed are appropriate for large department stores or other major traffic generators; in fact, relatively few locations are suitable in terms of street capacity, public transit, parking potential, and other factors, for the large-scale enterprise. In short, business and commercial districts must be restricted - both by use and size of establishments - . . . in accordance with their function in the overall life of the community".

The report then goes on to explain how four retail districts are developed out of this first concept, and describes the characteristics of what they call the "convenience center", the "community shopping center", the "major shopping center" and finally the "central business district". There then follows an explanation of how an additional three service-use classifications are based on the second concept:

> "Classification of uses according to economic compatibility reflects simply a recognition of the fact that not all uses of a business or commercial nature are compatible with one another. For example, a gas station, a theater, or an undertaking establishment sandwiched in between typical retail uses constitutes an interruption, a barrier to the natural flow and interchange of trade between more or less similar retail establishments. This principle is today recognized in good shopping-center design . . ."

This leads to a differentiation between retail uses, which are incorporated in the first four districts earlier described, and service uses. Three service districts corresponding in scale and range of uses to their counterparts in the retail-use districts are then described, to make a total of seven types of business district.

Some such approach as has been taken in Chicago will be necessary soon in Toronto. The question of business district zoning needs to be treated as a whole in a special study. In the meantime the Board must deal with the specific area covered by the Fishleigh By-law. In the following chapter is described a list of uses that has been drawn up as particularly appropriate to the Avenue Road portion of the Fishleigh By-law area. This list should be studied to see whether or not it should be dealt with as a "special clause" in the By-law, or whether in fact it is useful and adequate for more general application to retail areas of the city. Should this last prove to be the

case, it could be incorporated as a new business district classification -- to be called C.1S; Shopping District -- in the Zoning By-law.

OFFICE BUILDING DISTRICT:

The Zoning By-law should eventually include a commercial office district, for which should be devised standards of building and density controls appropriate to the proper development of a dominantly office area. Such a zoning classification was originally proposed in the Planning Board's report of April 1956 on Residential Zoning Standards, and it was there suggested as a replacement for the existing R.4A classification, to be called C.1A. As noted in that report, the R.4A classification is basically a residential one. For this reason, any office building erected in such a district must conform to the new residential standards, but these have never been thought particularly appropriate for office buildings. What seems to be required is a district primarily for office buildings and ancilliary uses in the buildings, like banks, restaurants, and some shops. In such a district apartments would also be permitted in a form compatible with the office uses, and in addition existing dwellings would be used for institutions, professional offices, and the like. It is this kind of a district which is eventually intended to replace some of the existing and proposed R.4A areas in the Annex. The planning district studies in progress indicate that it would be a useful kind of district in other areas of the city as well. For these reasons it is suggested that a study and report be prepared recommending appropriate uses and standards of development for "C.1A Administrative and Commercial Office districts".

REVISION OF R.3 USE CLASSIFICATION:

The R.3 residential district should be revised because there is a large gap between the permitted use categories of R.2 and R.4 residential districts that the R.3 category does not satisfactorily bridge. The R.2 uses are restricted almost entirely to those which are single or multiple dwellings of one kind or another. The R.4 category, on the other hand, includes every possible kind of use which is not strictly commercial; thus in this category the permitted uses range from private hotel to military academy and from public hospital to private club. Many of these R.4 uses need central or main artery locations, but others would prefer the somewhat quieter atmosphere of an ordinary residential district.

The R.3 category does not provide a satisfactory transition because there are only three distinct uses which in this district are added to the permitted uses of the R.2 zone. These are:

(a) a community center (community activities including arts and crafts, etc.)

(b) a student fraternity or sorority house

(c) a boarding or lodging house. (Other than a Class A boarding or lodging house, which is permitted in R.2 areas in any event).

The only area of R.3 zoning now occupied by dwellings is the Chicora Avenue sector of the Annex (see Figure 16). The one other area that is R.3 has now been taken over entirely by the F.G. Gardiner Expressway. Because for all practical purposes there is no R.3 zoning in the city outside of the Annex, it becomes possible to suggest revision of the R.3 category so as to provide

a new range of uses. It is proposed, therefore, that a new R.3 category be established and that the new classification be based on a selection of uses, derived from the R.4 list, which more particularly belong in residential areas and which are characteristically located in former dwelling houses rather than in new buildings.

The proposed new R.3 classification would permit the following uses:

(a) All R.2 uses
(b) a public school, a day nursery, a nursery school
(c) a private academic, religious, or philanthropic school
(d) a nursing home, convalescent home, or rest home
(e) a public or private home for the blind
(f) a residence operated by the Salvation Army, Y.M.C.A., Y.W.C.A., Y.M.H.A., Y.W.H.A., or the University of Toronto.

In addition to the above list of uses, after further study consideration might be given to including all or some of the following uses:

(a) a children's home, a children's shelter
(b) a boys' home, girls' home, orphanage or infants' home
(c) a maternity boarding house
(d) a monastery, a nunnery, or religious retreat.

It will be noted that except for the R.2 uses, none of the present list of permitted R.3 uses is carried over into the proposed new list. The uses which have been dropped (community center, boarding or lodging house Class B, student fraternity or sorority house) would have to be added to the list of uses specifically permitted in the R.4 districts (where, of course, they are already permitted by the pyramiding provisions of the by-law).

It is not intended, however, that in future fraternities and sororities should be restricted entirely to the R.4 zone. For all practical purposes they are confined to that zone at present. But, as has already been explained fraternities have precise locational needs and a tendency to concentrate. It

is proposed to meet their needs in the Annex, insofar as they cannot be accommodated in R.4 or R.4A areas, by designating, through a special clause in the By-law, certain streets in which they would be permitted. This would have the result of confining them more closely to appropriate locations than would be the case if they were permitted everywhere in R.3 zones. At the same time it would give them greater freedom of choice and less formidable competition than would be their lot if they were restricted exclusively to R.4 or R.4A zones as at present.

SPECIAL PROVISION CLAUSES FOR RESIDENTIAL DISTRICTS:

The practice of having special permissive or restrictive clauses modifying the normally applied zoning classifications in particular parts of residential districts should be continued and regularized. The Zoning By-law contains literally pages of such special clauses, by no means all of which are for the benefit of particular properties. They modify the zoning by, for example, excluding apartments from the regular list of R.2 uses in some areas, or admitting professional offices in other areas where they would normally be excluded by the R.4 list of uses. This practice has arisen because of a demonstrable need, and it serves a community purpose by recognizing the character, functions, and needs of different parts of the residential district. Basically, of course, there must be a comprehensive by-law, but the by-law which is entirely comprehensive in nature cannot respond adequately to the varieties of occupancy and development that happily occur in so vast and variegated a setting as the City of Toronto. It is therefore suggested that as studies continue special clauses be recommended as seem appropriate in various parts of the City.

The chief virtue of the comprehensive by-law is that it is both easier to understand and to administer than a conglomeration of individual restricted area by-laws on the old style. For this reason, the desirable practice of applying special clauses needs to be regularized in order that the virtue of comprehensiveness may be maintained. One of the easiest ways to do this would be to create as part of the by-law a second set of maps, perhaps called "special zoning maps". These could be read in conjunction with the basic zoning map, and the special clauses assembled and indexed for easy reference in tabular form.

PARKING REQUIREMENTS:

Adequate parking should be required for all forms of development in residential areas, including institutions, and lodging or boarding houses. This may be achieved by an amendment to the Zoning By-law, adding to Section 4(11) an appropriate off-street parking standard for each of the uses permitted in the proposed residential zones but not yet covered by present provisions. The parking standards presented in the Planning Board Report on Residential Zoning Standards, April 1956, will provide a basis for the following uses; fraternities, a children's home, a private club, public library, museum, art gallery, and a lodging or boarding house. It is particularly important that an appropriate standard be applied to boarding or lodging houses as soon as possible because, as this report has demonstrated, the lack of this requirement may be helping an excessive trend to rooming houses in the Annex district.

Further study will be required to evolve sound off-street parking standards for uses not included within the 1956 recommendations. It is recognized that there may be difficulties in providing parking space on the individual lot where the original building did not allow for driveways or lanes, and that ways must be found of satisfying individual requirements on a group basis. The possibilities in this direction were explored in the Planning Board's report on Residential Parking Problems, which is now before the Property Committee.

CHAPTER X: PROPOSED ZONING

The proposed zoning arrangement for the Annex is shown in detail in Figure 17, which also shows the way in which the proposed districts and boundaries differ from those of the present By-law. The general scheme of the proposed zoning follows the outlined Annex plan and general principles descibed in the preceding chapters. The main changes in use are concentrated in the southeast, but the proposed new R.3 zoning district, permitting a wider range of residential uses, is applied over most of the central and southern sectors. Medium residential densities are applied generally, with some areas of high density. Special clauses relating to institutional offices and fraternities are applied to selected areas in the southeastern part, as indicated on the map.

In this chapter, the use categories are taken up one by one for comment. Discussion of the special clauses follows, and the chapter concludes with a section dealing particularly with the Fishleigh By-law area.

USE CATEGORIES:

C.1 Districts. These districts are essentially unchanged, except that some land is added to the north of the present C.1 strip along Bloor Street, to bring the boundary up to the north limit of the subway right-of-way. A special list of uses is proposed for the specialty shopping area of Avenue Road within the general C.1 district. This amounts to the creation of a special business district limited to intensive retail and other compatible uses. The list is explained in the last section of this chapter dealing with the Fishleigh By-law area. A minor boundary change is made along Davenport Road so that properties fronting on Admiral Road are not in the C.1 area.

R.4A Districts. These districts are unchanged on Spadina Road and St. George Street, except that their density is raised to Zone 4. A new R.4A Zone 4 district is proposed along Prince Arthur Avenue. A new classification is to be devised eventually to replace the R.4A classification in some of these areas. This is proposed as an Administrative and Commercial Office District, C.1A, and within it new standards appropriate to an office and apartment building area would be applied.

R.4 Districts. These districts remain unchanged, although the density becomes Zone 4 in all cases. On Spadina Road a boundary change or other adjustment may be necessary once the design of the Spadina Extension is settled.

R.3 Districts (revised classification). The revised R.3 classification is applied for the first time to substantial areas of the Annex. This category allows residential institutions, nursery schools, private academic schools and similar uses as explained in Chapter IX. These uses would be in structures detached from others, either single dwellings or pairs of semi-detached. The R.3 zones are restricted to busier streets and to those with large-sized dwellings suitable for the new range of uses. The density applied is Zone 3 in the more northerly parts, but Zone 4 on the fringes of the new office zone. It is expected that apartments compatible with existing development will be built in all districts but they will be of the smaller kind in the Zone 3 parts and of the larger, high-rise kind in the Zone 4 parts.

The R.3 district in the Chicora Avenue sector is left unchanged, except that by virtue of the revised classification some new uses will be permissible.

R.2 Districts. Unchanged R.2 districts, but with the permissible floor area ratios of Zone 3, remain in most of the West Annex. Here, family occupancy will continue to be most pronounced. In the East Annex, the secluded streets of the north-east part remain in the R.2 category, as does Bedford Road north of Lowther Avenue. Here again, the density category applied is Zone 3, and it is expected that development to this density may take the form of small apartments, maisonettes and the like which, because of the new residential standards, will be quite compatible with existing development. In both areas, but particularly in this section of the East Annex, a trend to some deconversion may be anticipated.

Miscellaneous Districts. No alterations have been made in the G (Open Space) C.2 (Light Industry) or C.3 (Medium Industry) districts.

SPECIAL CLAUSES:

1. Administrative Offices. The special clause (By-law 20163) permitting the use of existing dwelling houses on the designated part of St. George for professional, institutional, and business administrative offices is retained. With the opportunities also provided by R.4A zones, this is sufficient for the needs of professional and business administrative offices.

2. Institutional Offices. This is a new clause to permit the use of existing dwelling houses (in detached structures) as the administrative offices and headquarters of non-profit organizations of a religious, educational, recreational, fraternal, cultural or philanthropic nature. Such uses are already permitted in R.4A districts, but this will make additional properties available

in areas suitable to them, where they will be compatible with other uses yet without the severe competition of other R.4A uses. By this clause, most of the R.3 Zone 4 areas in the southern Annex would be open for this form of institutional office use.

3. Fraternities and Sororities. This is a new clause to permit the use of detached structures for the purposes of a fraternity or sorority. They are already permitted in R.4 and R.4A districts where, however, the competition of other profitable uses reduces the amount of property available to them. They are excluded from R.3 districts under the revised classification. The special clause is applied to those parts of the R.3 districts closest to the University and to part of the Bedford Road R.2 district, this street being particularly suitable, in terms of its location and the size of existing property, for their purpose.

THE FISHLEIGH BY-LAW AREA:

The Committee on Property has requested the Board to report on "what commercial uses will be contemplated for Avenue Road, Bay Street, and Davenport Road". In principle it has been agreed that the uses of this area should be dealt with within the framework of the Zoning By-law. The Committee's request indicates, however, the need for special consideration of this area.

On Davenport Road, Bay Street, and the portion of Avenue Road north of Bernard, the uses are very diverse. Until a series of business district classifications can be devised for general use in zoning the city, it would seem appropriate to allow the full range of C.1 uses on these streets, as now zoned. A problem may arise because part of the north side of Davenport Road

from Avenue Road to Belmont Street is zoned R.4 but is permitted certain commercial uses by the Fishleigh By-law. This area, however, has been proposed as an addition to Ramsden Park in the Parks Commissioner's comprehensive report. It would therefore seem advisable to leave its status as an R.4 district unchanged at present but to deal with the question as part of the comprehensive study of the Yorkville Planning District.

Avenue Road needs special consideration because it is the extension of University Avenue and Queen's Park, which together form the principal "showpiece" street of Toronto. There have been suggestions that a similar type of development should be brought about on Avenue Road, but it does not appear that an extension of the southerly prestige office area would be practicable at this time. There are several reasons for this:

(1) the limited width of Avenue Road and the high cost of any further extensive widening as compared with the slightly increased traffic carrying capacity that would be obtained thereby.

(2) the shallow depth of properties on the west side of Avenue Road

(3) the lack of demand for large prestige head offices in this location and the availability of other sites - including University Avenue itself - for such purposes.

(4) the character of the existing development.

The fact is that Avenue Road is already developing its own distinctive commercial character. Most of the shops between Bloor and Bernard are specialty stores or services catering to a city and metropolitan clientele.

Only north of Bernard does the street begin to function chiefly as a local shopping and service area.

Bearing in mind the desirability of maintaining this distinctive function as part of the entire artery's contribution to the flavour of the city, a more selective list of commercial uses from all of those permitted in the C.1 category could be made. The list should be considered in two parts: uses permitted in the C.1 category because they are permitted in so-called "higher" residential zones, and uses permitted in the C.1 category itself.

Residential Uses. If the objective is to maintain the function and character of this section of Avenue Road chiefly as a specialty business district, only a few residential uses would be suitable and compatible. The following are suggested:

- all R.4A uses special to that classification, and
- an apartment building
- a private hotel
- an apartment hotel
- a private club
- a public library.

Commercial Uses. From the permissible uses listed in the Zoning By-law for the C.1 district, the following are suggested:

- a retail store, a sample or showroom, a delicatessen shop, a caterer's shop, a bake-shop, an eating establishment, a commercial lending library, a photographer's shop, a tailor's shop, a pet shop.

- a commercial club, a tavern or public house, and the following kinds of "place of amusement":

  motion picture or other theatre
  exhibition (if properly defined)
  auditorium
  music hall (if defined as a concert hall)

- a dressmaker's shop, a locksmith's or gunsmith's shop, a shoe repair shop, a taxidermist's shop, an upholsterer's shop, a custom workshop (but only if combined with a retail store or showroom for the sale of the goods with which these shops or workshops are concerned).

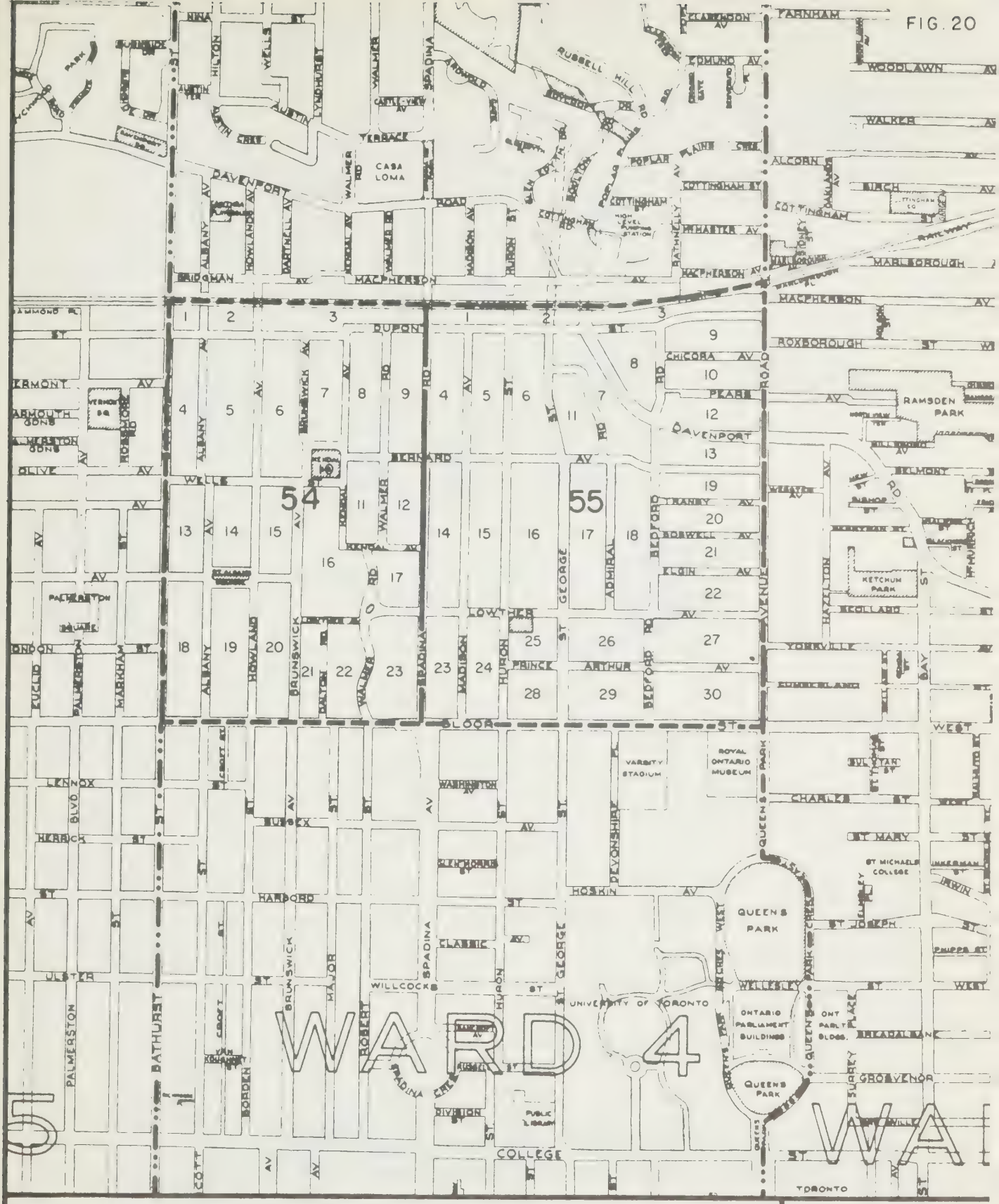
- a business office, an office building, a film exchange, an artist's or photographer's studio.

- a barber shop, a ladies hairdressing establishment, a dry-cleaner's distributing station, a dry-cleaning shop, a laundry shop.

- signs also would be permitted as in C.1 districts, but consideration should be given to restricting overhanging or projecting signs in the manner so successfully applied on Yonge Street.

The area to which this special classification or list of permissible uses would be applied is indicated on the Proposed Zoning map in a special shading. Consideration should be given to making this list or a similar one into a new business district classification that could be applied elsewhere in the city, as explained previously in Chapter IX.

FIG. 20



ANNEX PLANNING DISTRICT BLOCK NUMBERING.

1000' 500' 0' 500'

CITY OF TORONTO
PLANNING BOARD.

TABLE IV

EAST ANNEX - LAND USE AREAS IN PROPOSED ZONING - BY ACRES

Block	Area	C1V1	C1V3	C1V4	C1.S	C1 Added	C3V1	C2V2	R2Z3	R2Z3 F	R3Z3	R3Z4 Sp.O.F.	R4Z4	R4Z4 Admin O	R4AZ4	G
1	2.63							2.63								
2	2.46							2.46								
3	5.84	0.82						2.31			2.71					
4	5.45										2.72		2.73			
5	5.45										5.45					
6	6.00										3.00		3.00			
7	6.60	2.80							3.30				0.50			
8	4.75	4.75														
9	4.30	1.00									3.30					
10	4.30	0.85					1.60				1.85					
11	3.80								1.90				1.90			
12	4.30	3.07					1.23									
13	4.32	1.60							2.72							
14	6.55										2.77	0.51	3.27			
15	6.55										5.38	1.17				
16	9.83										4.12	0.79		4.92		
17	7.85								3.34			0.59		3.92		
18	7.03								3.00	3.00		1.03				
19	3.58				0.67				2.26	0.65						
20	3.96				0.79				2.49	0.68						
21	4.12				0.91				2.44	0.77						
22	4.65				1.00				1.50	0.39		1.76				
23	4.71		0.76			0.61						1.79			1.55	
24	4.90		1.03			0.59						3.28				
25	3.30											0.96			1.65	0.69
26	4.82											2.02			2.80	
27	6.59				1.30							2.69			2.60	
28	3.50		1.75			0.45						0.65			0.65	
29	5.25		2.63			0.65									1.97	
30	7.58		3.79	0.90	0.96										1.93	
Total	154.97	14.89	9.96	0.90	5.63	2.30	2.83	7.40	22.95	5.49	37.30	17.24	11.40	8.84	13.15	0.69

TABLE V - WEST ANNEX. LAND USE AREAS IN PROPOSED ZONING (BY ACRES)

Block	Area	C1V1	C1V2	C1V3	C1V4	C1.S	C1 Added	C2V2	R2Z3	R2Z3 F	R3Z3	R3Z4 Sp.O.F.	R3Z4 Sp.O	R3Z4	R4Z4	R4Z4 Adm.O	R4AZ4	G	C3V1
1	1.31							1.31											
2	2.25							2.25											
3	6.91							6.91											
4	4.96	0.80							4.16										
5	9.17								9.17										
6	7.65								7.65										
7	4.82								4.82										
8	5.45								2.72		2.73								
9	5.67										2.83				2.84				
10	1.67																	1.67	
11	3.73								1.86		1.87								
12	3.73										1.87				1.86				
13	4.27								4.27										
14	5.25								5.02									0.23	
15	4.04								4.04										
16	9.21								3.00					6.21					
17	3.22													1.72	1.50				
18	6.81		1.00				0.50		5.31										
19	7.03		1.34				0.66		5.03										
20	6.08		0.86				0.86		4.36										
21	2.72		0.55				0.55		1.62										
22	4.30		0.86				0.86		.88				1.70						
23	6.61		0.93				1.21						2.47				2.00		
Total	116.86	0.80	5.54	-	-	-	4.64	10.47	63.91	-	9.30	-	4.17	7.93	6.20	-	2.00	1.90	-
SUMMARY																			
East Annex	154.97	14.89	-	9.96	0.90	5.63	2.30	7.40	22.95	5.49	31.30	17.24	-	-	11.40	8.84	13.15	.69	2.83
West Annex	116.86	0.80	5.54	-	-	-	4.64	10.47	63.91	-	9.30	-	4.17	7.93	6.20	-	2.00	1.90	-
Total	271.83	15.69	5.54	9.96	0.90	5.63	6.94	17.87	86.86	5.49	40.60	17.24	4.17	7.93	17.60	8.84	15.15	2.59	2.83

TABLE VI

NUMBER OF PROPERTIES IN REVISED ZONES - ANNEX PLANNING DISTRICT

Street	R2Z3 F	R3Z3	R3Z4	R3Z4 SPO.	R3Z4 SP.O.F.	R4Z4	R4Z4 ADMIN.O.	R4AZ4
Bedford Road	45	-	-	-	10	-	-	-
Admiral Road	-	-	-	-	2	-	-	-
St. George Street.	-	-	-	-	-	44	30	12
Huron Street	-	114	-	-	24	-	-	-
Madison Avenue	-	60	-	-	41	-	-	-
Spadina Road	-	-	-	-	-	121	-	25
Walmer Road	-	102	14	22	-	-	-	-
Brunswick Avenue	-	-	9	-	-	-	-	-
Prince Arthur Avenue	-	-	-	-	5	-	-	54
Lowther Avenue	-	-	4	4	55	2	-	4
Bernard Avenue	-	3	-	-	-	2	2	-
Chicora Avenue	-	54	-	-	-	-	-	-
Kendall Avenue	-	-	4	-	-	-	-	-
Dupont Street	-	82	-	-	-	1	-	-
Total Properties	45	415	31	26	137	170	32	104

APPENDIX 'A'

REQUESTS FOR ZONING CHANGES

LIST OF REQUESTS FOR ZONING CHANGES

Listed hereunder are the requests for zoning changes of which the Board has been notified. Many of the requests noted have already been dealt with in previous reports of the Board, and where this is so the file number of the report is noted. Of this group, many requests have already been disposed of in one way or another by the Property Committee and the City Council and will not be affected by this report. They are included in the list because it is intended to show the range of requests that are being made.

The list is divided into two parts: those requests for changes in the Annex Planning District proper, and those requests in the "Fishleigh By-law" area.

PART I - ANNEX DISTRICT

File Number	
03.06.07(30)	To rezone both sides of Price Arthur Avenue between Avenue Road and Huron Street from R2 to R4A.
03.06.12(55)	To rezone #141 Avenue Road from R4 to C1 for use by the Employee's Association of the Hydro-Electric Power Commission of Ontario.
03.06.17(79)	To rezone from R2 to R4A the area bounded by the east side of Huron Street, the south side of Lowther Avenue, the west side of Avenue Road and the north side of Bloor Street.
03.06.19(88)	To rezone a parcel of land C1V1 from R2V1 south of Davenport Road and west of Avenue Road, to enable the development of a lot extending from the C1 zone on Davenport into the R2 zone at the rear for commercial purposes.
03.06.20(93)	To amend the Zoning By-law and Official Plan to permit the use of #236 St. George Street as professional offices for a consulting economist and as administrative offices for professional societies.
03.06.20(94)	To rezone the northeast corner of St. George Street and Bernard Avenue to R4 in order that the entire property owned by the applicant may be used for apartments at an R4 density.

03.06.26(125) To rezone #250-254 Davenport Road from C1 to C2 to permit the use of the properties for offices and storage of hosiery goods.

03.06.28(134) To amend the Zoning By-law for the southwest corner of Lowther Avenue and Bedford Road to permit the use of the property as the headquarters for the counselling service of the Toronto Y.M.C.A. (rezone from R2 to R4A)

03.06.30(145) To rezone the south side of Dupont Street between St. George Street and Huron Street from R2V1 to C1V1.

03.06.36(171) To change the volume standard from V1 to V3 for the R4 area bounded by Spadina Road, Lowther Avenue, Madison Avenue and Bernard Avenue.

03.06.39(189) To rezone #35 Prince Arthur Avenue from R2V1 to R4AV1 to permit its use for offices and research purposes by Alcoholicism Research Foundation.

03.06.46(223) To rezone #230 St. George Street from R4V1 to R4AV1 to permit its use by the Royal College of Dental Surgeons.

03.06.47(228) A report re #130 Avenue Road requesting an exception to the Fishleigh by-law to permit a dry cleaning shop license.

03.06.51(248) To rezone #31 Bernard Avenue from R2V1 to R4V1 to permit its use for a home for aged and infirm people.

To amend by-law 18642 so as to define an area in the Annex say south of Bernard Avenue, west of Avenue Road, north of Bloor Street and east of Spadina Road as R3 or to amend the by-law to permit student Fraternities as an R2 use.

To rezone from R2 to R4 all the R2 areas between Bloor Street, Spadina Road, Dupont Street and St. George Street.

To rezone the east side of Bathurst Street from Wells Street to Dupont Street from R2V1 to C1V1 for Commercial purposes.

To rezone from R2 to R4A both sides of Huron Street from Dupont Street to Lowther Avenue and the west side of Huron Street between Lowther Avenue and Bloor Street.

To rezone both sides of Walmer Road between Bloor Street and Kendal Avenue from R2 to R4A.

To rezone both sides of Prince Arthur Avenue and the south side of Lowther Avenue west of Avenue Road from R2 to R4A.

PART II FISHLEIGH BY-LAW AREA .

File Number

03.06.13(57) To delete from By-law #18642 the provision which allows By-law #17544 (the Fishleigh By-law) to prevail.

03.06.13(58) To rezone #111 Yorkville Ave. to permit its use for an antigue shop.

03.06.17(78) To amend the By-laws to permit the errection of an apartment hotel at #89 Avenue Road.

03.06.37(178) To amend the Fishleigh By-law (#17544) to permit the use of #201 Davenport Road for a used car lot.

Information received but no report requested.

Re: #116 Avenue Road to amend the By-laws to permit the operation of a restaurant.

Re: Picadilly Club - a request for permission to operate as a private club. The club is now operating under a license as a public hall.

Information received resulting from a poll on the proposed lifting of By-law #17544 conducted by the Property Department.

Re: #64 Hillsboro Avenue objecting to residential designation and requesting commercial.

Re: #198 Davenport Road requesting a commercial designation.

APPENDIX 'B'

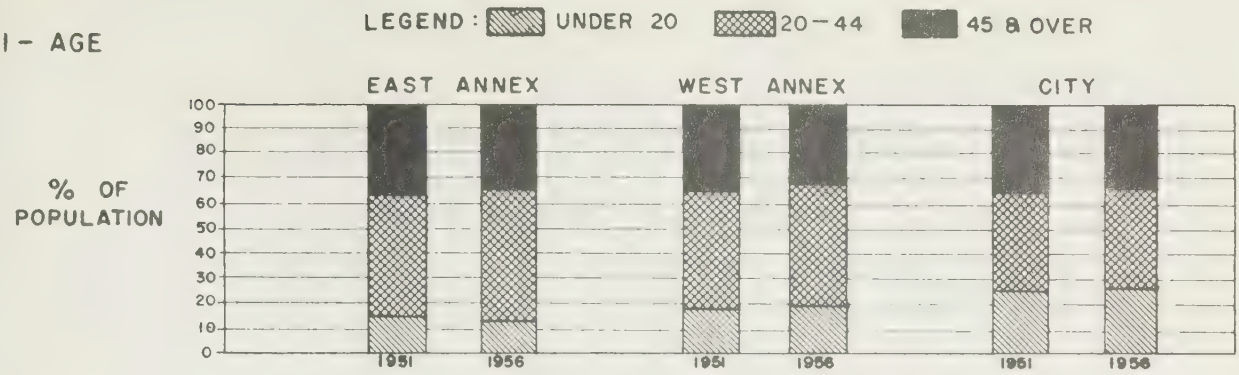
SELECTED STATISTICAL TABLES AND GRAPHS

POPULATION TRENDS, 1951 - 1956

FIG. 21

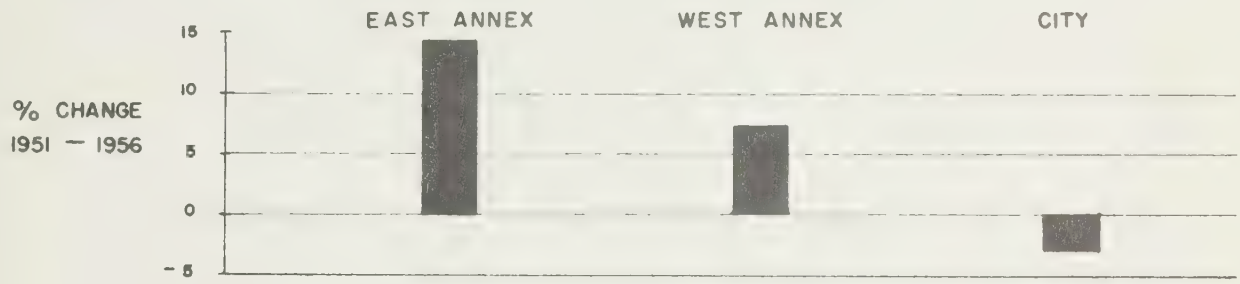
MAJOR POPULATION TRENDS IN THE ANNEX 1951 - 1956

1 - AGE



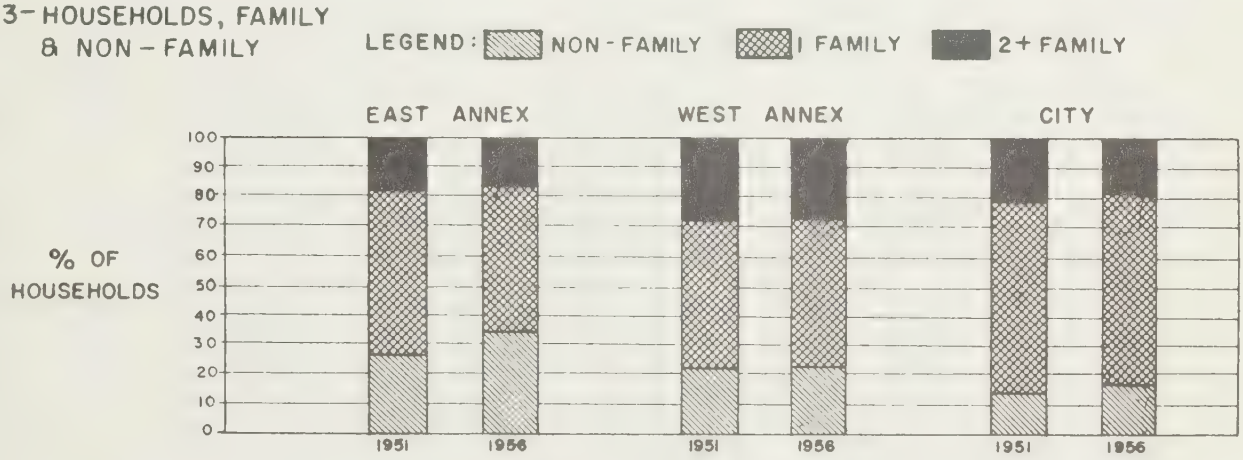
SOURCE - TABLES 1 & 2, APPENDIX.

2 - SINGLE PERSONS 20 & OVER



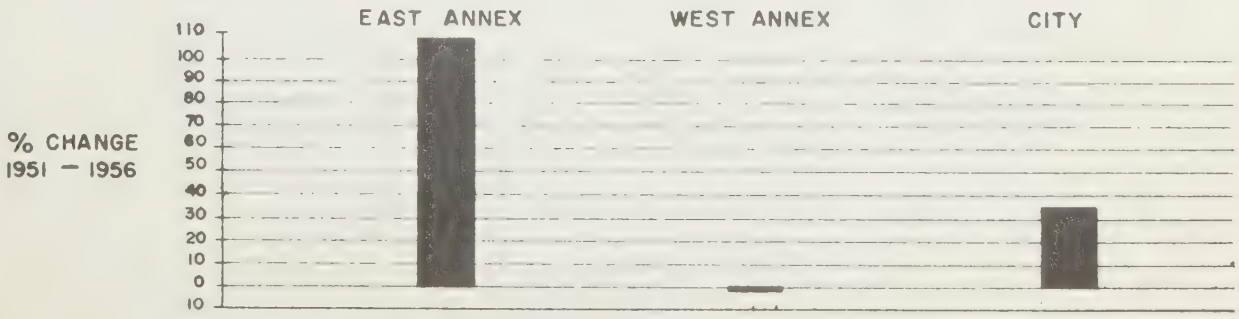
SOURCE - TABLE 5, APPENDIX.

3 - HOUSEHOLDS, FAMILY & NON - FAMILY



SOURCE - TABLES 3 & 4, APPENDIX.

4 - SINGLE PERSON HOUSEHOLDS



SOURCE - TABLE 8, APPENDIX

CHANGES IN AGE COMPOSITION OF POPULATION

EAST AND WEST ANNEX 1951-1956

Age Groups	EAST ANNEX					WEST ANNEX				
	1951		1956		1951-1956	1951		1956		1951-1956
	No.	% Share of Total	No.	% Share of Total	% Change in Age Group	No.	% Share of Total	No.	% Share of Total	% Change in Age Group
0 - 4	475	5.2	353	3.9	- 26	503	6.3	555	6.7	10
5 - 9	284	3.1	244	2.7	- 14	324	4.1	422	5.1	30
10-14	206	2.2	231	2.6	12	260	3.3	311	3.8	20
15-19	452	4.9	307	3.4	- 32	428	5.4	344	4.1	- 20
20-24	1046	11.4	1122	12.5	7	822	10.3	901	10.9	10
25-34	2031	22.1	2259	25.1	11	1581	19.9	1840	22.2	16
35-44	1417	15.4	1421	15.8	zero	1271	16.0	1230	14.8	- 3
45-54	1231	13.4	1239	13.7	1	1019	12.8	1089	13.1	7
55-64	923	10.0	833	9.2	- 10	782	9.8	749	9.0	- 4
65-69	437	4.9	355	3.9	- 19	325	4.1	278	3.4	- 14
70 +	684	7.4	647	7.2	- 5	638	8.0	572	6.9	- 10
Total	9186	100.0	9011	100.0	- 2	7953	100.0	8291	100.0	4

COMPARISON OF POPULATION CHANGES
IN AGE COMPOSITION AND IN TOTAL
ANNEX, SOUTH ROSEDALE AND CITY, 1951-1956.

Age Groups	ANNEX				SOUTH ROSEDALE				CITY			
	1951		1956		1951		1956		1951		1956	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0 - 4	978	5.7	908	5.3	190	4.0	166	3.4	51564	7.7	54565	8.2
5 - 9	608	3.5	666	3.9	172	3.6	178	3.6	37292	5.5	46191	6.9
10-14	466	2.7	542	3.1	181	3.8	204	4.1	32854	4.9	35255	5.3
15-19	880	5.2	651	3.8	223	4.7	237	4.8	43276	6.4	35680	5.4
20-24	1868	10.8	2023	11.7	461	9.6	480	9.7	60760	9.0	54689	8.2
25-34	3612	21.1	4099	23.6	830	17.4	967	19.6	114630	17.0	119894	18.0
35-44	2688	15.7	2651	15.3	678	14.2	678	13.7	98211	14.6	94497	14.2
45-54	2250	13.1	2328	13.5	723	15.1	707	14.3	90649	13.5	84561	12.7
55-64	1705	9.9	1582	9.1	614	12.8	619	12.5	72822	10.8	67694	10.2
65-69	762	4.4	633	3.7	280	5.9	257	5.2	28968	4.4	27072	4.1
70 +	1322	7.7	1219	7.0	429	9.0	450	9.1	41978	6.2	45374	6.8
Total	17139	100.0	17302	100.0	4781	100.0	4943	100.0	673004	100.0	665472	100.0

Total Change 1951 - 1956

	1951	1956	% change
ANNEX	17,139	17,302	0.9
SOUTH ROSEDALE	4,781	4,943	3.3
CITY (less Island)	673,004	665,463	-1.1

PLANNING DISTRICTS - CITY OF TORONTO.

HOUSEHOLDS - BY NUMBER OF FAMILIES (1951)

No.	Planning District	Non Family	%	1 Family	%	2+ Family	%	Total	%
1.	Harbour West	239	(9.0)	1615	(60.6)	811	(30.4)	2665	100
2.	Downtown	464	(33.0)	752	(53.4)	192	(13.6)	1408	"
3.	Spadina	828	(12.2)	3973	(58.5)	1986	(29.3)	6787	"
4.	Don	1631	(18.6)	5112	(58.3)	2021	(23.1)	8764	"
5.	Yorkville	1709	(33.6)	2648	(52.1)	729	(14.3)	5086	"
6.	East Annex West	470 321	(26.1) (20.1)	980 815	(54.2) (51.0)	355 462	(19.7) (28.9)	1805 1598	" "
7.	Christie	482	(10.6)	2701	(59.2)	1380	(30.2)	4563	"
8.	East Junction	316	(6.4)	3052	(62.2)	1543	(31.4)	4911	"
9.	Dufferin	626	(9.8)	3923	(61.1)	1870	(29.1)	6419	"
10.	Trinity	771	(7.9)	5431	(55.4)	3602	(36.7)	9804	"
11.	Humberside	614	(11.1)	3965	(71.9)	937	(17.0)	5516	"
12.	South Junction	686	(14.7)	3381	(72.7)	586	(12.6)	4653	"
13.	Parkdale	1749	(17.2)	5928	(58.2)	2505	(24.6)	10182	"
14.	North Junction	256	(17.0)	2937	(80.8)	441	(12.1)	3634	"
15.	Oakwood	760	(9.0)	5639	(66.5)	2082	(24.5)	8481	"
16.	Deer Park	1974	(30.8)	3719	(58.1)	710	(11.1)	6403	"
17.	Rosedale	600	(16.4)	2752	(75.2)	309	(8.4)	3661	"
18.	Eglinton Park	1785	(14.0)	9794	(76.7)	1191	(9.3)	12770	"
19.	Lawrence Park	1221	(13.8)	7173	(81.0)	462	(5.2)	8856	"
20.	Danforth East	223	(5.9)	2776	(73.4)	783	(20.7)	3782	"
21.	Danforth West	1369	(11.7)	7498	(64.0)	2840	(24.3)	11707	"
22.	Beach	1105	(8.8)	8976	(71.3)	2507	(19.9)	12588	"
23.	Greenwood	633	(6.3)	6387	(64.0)	2962	(29.7)	9982	"
24.	Harbour East	16	(5.8)	163	(58.6)	99	(35.6)	278	"
	TOTAL.....	20848	(13.3)	102090	(65.3)	33365	(21.4)	156303	100

PLANNING DISTRICTS - CITY OF TORONTO
HOUSEHOLDS - BY NUMBER OF FAMILIES (1956)

No.	Planning District	Non Family	%	1 Family	%	2+ Families	%	Total	%
1.	Harbour West	226	(10.0)	1438	(63.5)	599	(26.5)	2263	100
2.	Downtown	405	(37.5)	575	(53.1)	102	(9.4)	1082	"
3.	Spadina	821	(14.1)	3040	(52.3)	1956	(33.6)	5817	"
4.	Don	1644	(19.5)	5197	(61.8)	1570	(18.7)	8411	"
5.	Yorkville	2057	(42.1)	2323	(47.5)	508	(10.4)	4888	"
6.	Annex East	620	(33.5)	939	(50.8)	291	(15.7)	1850	"
	Annex West	339	(20.9)	829	(51.2)	452	(27.9)	1620	"
7.	Christie	459	(10.2)	2556	(56.6)	1499	(33.2)	4514	"
8.	East Junction	395	(8.0)	2977	(60.8)	1527	(31.2)	4899	"
9.	Dufferin	638	(10.5)	3394	(56.0)	2026	(33.5)	6058	"
10.	Trinity	863	(9.3)	4922	(52.9)	3523	(37.8)	9308	"
11.	Humberside	768	(14.1)	3496	(64.5)	1159	(21.4)	5423	"
12.	South Junction	467	(12.2)	2222	(58.1)	1133	(29.7)	3822	"
13.	Parkdale	1914	(19.0)	5556	(55.1)	2591	(25.9)	10061	"
14.	North Junction	192	(6.1)	2140	(68.5)	791	(25.3)	3123	"
15.	Oakwood	919	(10.6)	5479	(63.3)	2264	(26.1)	8662	"
16.	Deer Park	2594	(36.3)	4055	(56.7)	500	(7.0)	7149	"
17.	Rosedale	813	(21.2)	2739	(71.5)	278	(7.3)	3830	"
18.	Eglinton Park	2721	(20.4)	9713	(72.8)	915	(6.9)	13349	"
19.	Lawrence Park	1763	(19.0)	7075	(76.1)	454	(4.9)	9292	"
20.	Danforth West	1942	(15.4)	8753	(69.4)	1919	(15.2)	12614	"
21.	Danforth East	334	(9.0)	2690	(72.8)	670	(18.1)	3694	"
22.	Beach	1531	(11.3)	9757	(72.3)	2211	(16.4)	13499	"
23.	Greenwood	1069	(9.9)	8170	(75.4)	1599	(14.8)	10838	"
24.	Harbour East	27	(8.5)	268	(84.8)	21	(6.6)	316	"
Total All Districts..		25521	(16.3)	100303	(64.1)	30576	(19.5)	156400	

PLANNING DISTRICTS, CITY OF TORONTO

1951 - 1956

Single persons 20 and over

No. & Planning District	1951	1956	% Change
1. Harbour West	3354	2998	- 10.7
2. Downtown	2318	2472	+ 6.6
3. Spadina	7218	7169	- 0.7
4. Don	7488	7332	- 2.1
5. Yorkville	6492	5932	- 8.7
6. Annex East	3126	3574	+ 14.3
Annex West	2084	2239	+ 7.4
7. Christie	3149	3011	- 4.4
8. East Junction	3406	3224	- 5.3
9. Dufferin	5577	4200	- 24.7
10. Trinity	8307	8236	- 0.9
11. Humberside	3512	3563	+ 1.4
12. South Junction	3146	2877	- 8.6
13. Parkdale	9997	9071	- 9.3
14. North Junction	1696	1597	- 5.9
15. Oakwood	5701	5929	+ 4.0
16. Deer Park	5763	6189	+ 7.3
17. Rosedale	3317	3394	+ 2.3
18. Eglinton Park	7368	7835	+ 6.3
19. Lawrence Park	4583	4829	+ 5.3
20. Danforth West	8509	7934	- 6.8
21. Danforth East	2068	1800	- 13.0
22. Beach	6304	5973	- 5.3
23. Greenwood	5442	4937	- 9.3
24. Harbour East	155	150	- 3.3
Total all districts	120,080	116,465	- 3.0

AVERAGE NUMBER OF PERSONS PER HOUSEHOLD

1951 and 1956

COMPARISON EAST AND WEST ANNEX AND CITY

	1951	1956
West Annex	4.8	5.0
East Annex	5.0	4.6
City	4.2	4.1

AVERAGE NUMBER OF PERSONS PER FAMILY

1951 and 1956

COMPARISON EAST AND WEST ANNEX AND CITY

	1951	1956
West Annex	2.8	2.9
East Annex	2.7	2.6
City	3.0	3.1

HOUSEHOLD SIZES - CHANGES 1951 - 1956

COMPARISON EAST AND WEST ANNEX AND CITY

SIZE	AREA	1951	1956	% CHANGE
1 person	West Annex	98	97	- 1.0
	East Annex	135	283	109.6
	City	9761	13,141	34.6
2-3 persons	West Annex	576	550	- 4.6
	East Annex	735	675	- 8.2
	City	62,104	63,558	2.3
4-5 persons	West Annex	399	383	- 4.0
	East Annex	355	309	- 13.0
	City	48,498	43,642	- 10.0
6-9 persons	West Annex	386	441	14.2
	East Annex	351	377	7.4
	City	29,897	29.858	- 0.1
10+ persons	West Annex	139	149	7.2
	East Annex	229	206	-10.0
	City	6,063	6,201	2.3
Total Households	West Annex	1,598	1,620	
	East Annex	1,805	1,850	
	City	156,323	156,400	0.1

APPENDIX 'C'

INSTITUTIONAL USES IN THE ANNEX

INSTITUTIONAL USES IN THE ANNEX PLANNING DISTRICT

BLOOR STREET WEST

170 Suite #406-7	Canadian Camping Association.
Suite #408	Canadian Wabi-Kon Youth's summer camp; Canadian camping.
228	The Certified Public Accountants Association of Ontario.
230	Canadian Institute of International Affairs.
252	Canadian Memorial Chiropractic College.
288	Academy of Medicine - Toronto.
292	*Bloor Street United Church.

LOWTHER AVENUE

30	Delta Gamma Fraternity House.
56	Agricola Finnish Lutheran Congregation.
60	Friends House Quaker Meeting Hall.
	The Canadian Friends Service Committee.
182	Imperial Order: Daughters of the Empire - National Chapter.
	Imperial Order: Daughters of the Empire - Municipal Chapter.
190	Roulet Nursing Homes Limited.

BERNARD AVENUE

42	Ontario Curling Association.

DUPONT STREET

458	Army, Navy & Air Force Veterans in Canada (St.Andrew Unit)
409	New Apostolic Church.

PRINCE ARTHUR AVENUE

8	Alpha Gamma Delta Fraternity.
30	United Empire Loyalists Association of Canada.
	Ontario Public School Men Teachers Federation.
	Ontario English Catholic Teachers Association.
	Ontario Secondary School Teachers Federation.
	Ontario Teachers Federation.
	Federation of Women Teachers Association of Ontario.
88	Silver Cross Women of the British Empire - Canadian Widows and Mothers of the Great War.
11	*Canadian Temperance Federation.
	Canadian Women's Christian Temperance Union.
	Canadian White Ribbon Tidings.
21	*Ontario Council, Canadian Girl Guides Association.
21-23	*Lyceum Club.
	Women's Art Association of Canada.
83	Hostel for Presbyterian Deaconesses.

AVENUE ROAD

108	Mayfair Bridge Club.
236	Association of Professional Engineers.
240	*Church of the Messiah (Anglican).

BEDFORD ROAD

9-11	Alcoholism Research Foundation.
8	Canadian Physiotherapy Association.
10	Alpha Phi Fraternity.
42	Alpha Omega Fraternity House.
82	Delta Chi Fraternity.

ADMIRAL ROAD

78	*Salvation Army Retired Officers' Residence.
77	Consulate of the Federal Republic of Germany.
104	Gordon House - Home for Elderly Ladies.

ST. GEORGE STREET

135	*The York Club.
157	Villa Margarita Bilingual High School.
163	Phi Delta Phi Legal Fraternity.
165	Phi Delta Theta Fraternity.
171	Phi Chi Fraternity.
199-217	Anglican Women's Training College.
221	Psi Upsilon Fraternity.
225	Central Baptist Seminary.
251	Ada de Lottinville Rest Home
176	College of General Practice of Canada.
178	Anaesthesia Associates.
182	Composers, Authors, & Publishers Association of Canada.
186	*B'Nai B'Rith Hillel Foundation (Residence).
188	*Prince Arthur House Limited (Private Club).
190	The Baptist Church House.
196	*First Church of Christ Scientist.
212	Sudan Interior Mission Home.
226	Bellarmine Hall (University of Toronto) Men's Residence.
228	Lorimer Lodge (The Haven) Social Service Agency.
234	Canadian Dental Association.
	Royal College of Dental Surgeons of Ontario.
	Ontario Dental Association.
240	Canadian Arthritis and Rheumatism Society.
244	Ontario Medical Association.

HURON STREET

523-43	*Huron Street Public School.
470-6	*Bloor Street United Church (Business Office).
500	Sisters of Social Service.
614	Toc 'H' Mark II Canada Club.

SPADINA ROAD

11½	Ontario Federation of Labour.
	United Packinghouse Workers of America.
	Committee to Combat Racial Intolerance.
	Joint Labour Committee for Human Rights.
15	Young Men's Christian Assoc. - National Council of Canada.
21	Scripture Gift Mission.
	Shantymen's Christian Association of North America.
25	Bloordale College.
2	Adult Work and Home Religion.
	Canadian Council of Churches; Dept. of Christian Education.
12-16	*Toronto Bible College.
14	British Syrian Mission.
18	New Annex Hospital.
20	United Steel Workers of America - National Office.
56	Society of the Sacred Heart Day Nursery.

WALMER ROAD

31	Roulet Nursing Homes Limited
45	Institute of Child Study.
125	Victoria Buchanan Secretarial College.
32	Saint Mildred's College (Students Residence).
36	*Saint Mildred's College.
38	*Walmer Road Baptist Church.
102	Mrs. Caroline Labarge Nursing Home.

BRUNSWICK AVENUE

387	*Loretta College School (girls residence).
393	*Loretta College School.
397	*Church Army in Canada Training centre.

HOWLAND AVENUE

18	Unevangelized Fields Mission.
100	Church of St. Alban the Martyr.
120-26	*Saint Alban's Parish Hall.
174	Saint David's Society of Toronto.

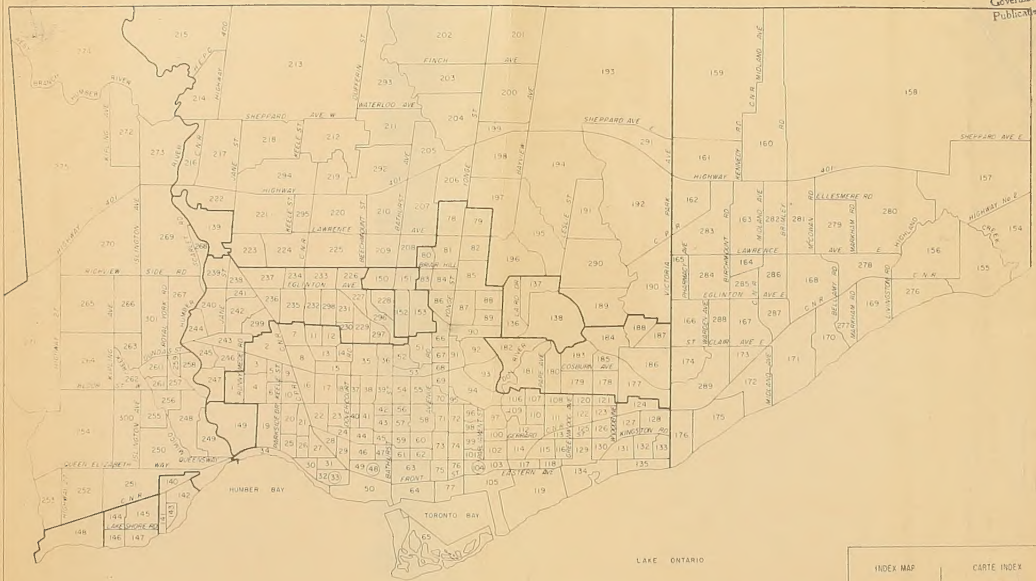
BARTON AVENUE

at St.Alban's Square *St. Alban's Cathedral.

BATHURST STREET

935	Taylor Statton Camp Co.Ltd. (summer camps)
941	Home Service Association.

* indicates an institution was in the same location in 1939.
Source: Land Use Surveys - City Directories.



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